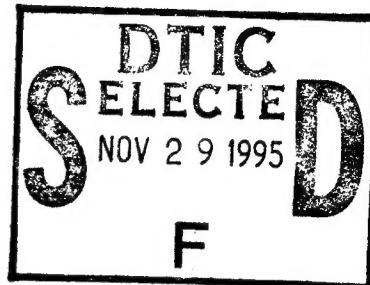
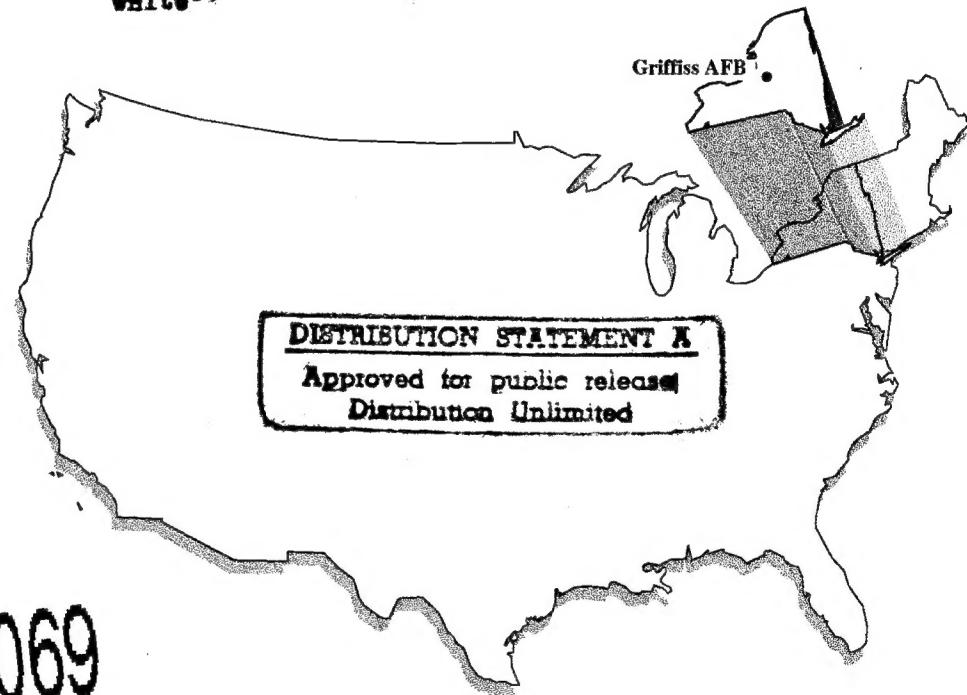


SOCIOECONOMIC IMPACT ANALYSIS STUDY

NOVEMBER 1995



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DISPOSAL AND REUSE OF GRIFFISS AIR FORCE BASE, NEW YORK

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SOCIOECONOMIC IMPACT ANALYSIS STUDY

DISPOSAL AND REUSE OF GRIFFISS AIR FORCE BASE, NEW YORK

NOVEMBER 1995

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SUMMARY

Griffiss Air Force Base (AFB), New York, was one of the bases recommended for realignment by the 1993 Defense Base Closure and Realignment Commission. The Commission's recommendations were accepted by the President and submitted to Congress on July 2, 1993. As Congress did not disapprove the recommendations in the time given under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law 101-510, Title XXIX), the recommendations became law.

DBCRA requires the Secretary of Defense to comply with the National Environmental Policy Act (NEPA) in the implementation of the base closures and realignments. The Secretary of Defense, through the Air Force, is preparing the required NEPA documents for base disposal. Consideration of closure is exempted under DBCRA because that decision is final under the statute. The *Environmental Impact Statement, Disposal and Reuse of Griffiss Air Force Base, New York* (U.S. Air Force 1995) analyzes environmental effects of the disposition of the base and its reuse under alternative redevelopment plans.

This Socioeconomic Impact Analysis Study (SIAS) addresses the socioeconomic effects of closure and potential reuse of the base. This document is designed to provide assistance to local governments and redevelopment agencies in the development of their reuse plan. The scope of this study includes economic activity, population, housing, public services, public finance, transportation, and utilities. This document is not required by NEPA.

Griffiss AFB was activated as the Rome Air Depot in February 1942. The base was named after Colonel Townsend E. Griffiss, who was the first American aviator and New York State resident to be killed in Europe during World War II. It became Griffiss AFB in December 1948 after the creation of the U.S. Air Force. The realignment of Griffiss AFB to other Air Force bases in the United States occurred on September 30, 1995. The base contains an airfield, a fire station, a hospital, residential areas, various industrial and administrative support facilities, a golf course, and other recreational facilities.

With the No-Action Alternative, it was assumed that the base property would be placed in caretaker status to control deterioration and secure public safety. A total of 145 direct jobs in 1996 and 115 thereafter and 51 secondary jobs have been assumed to maintain the base property. This realignment and caretaker scenario serves as the realignment baseline for this study. Population figures for the No-Action Alternative are projected to vary from 241,459 in 1996 to 242,872 in 2016.

This report analyzes the socioeconomic effects of four conceptual plans involving reuse of the base by the Griffiss Local Development Corporation (GLDC). All plans are compared to projected conditions without reuse following base realignment, and, as appropriate, to preclosure conditions.

The alternative plans are the following:

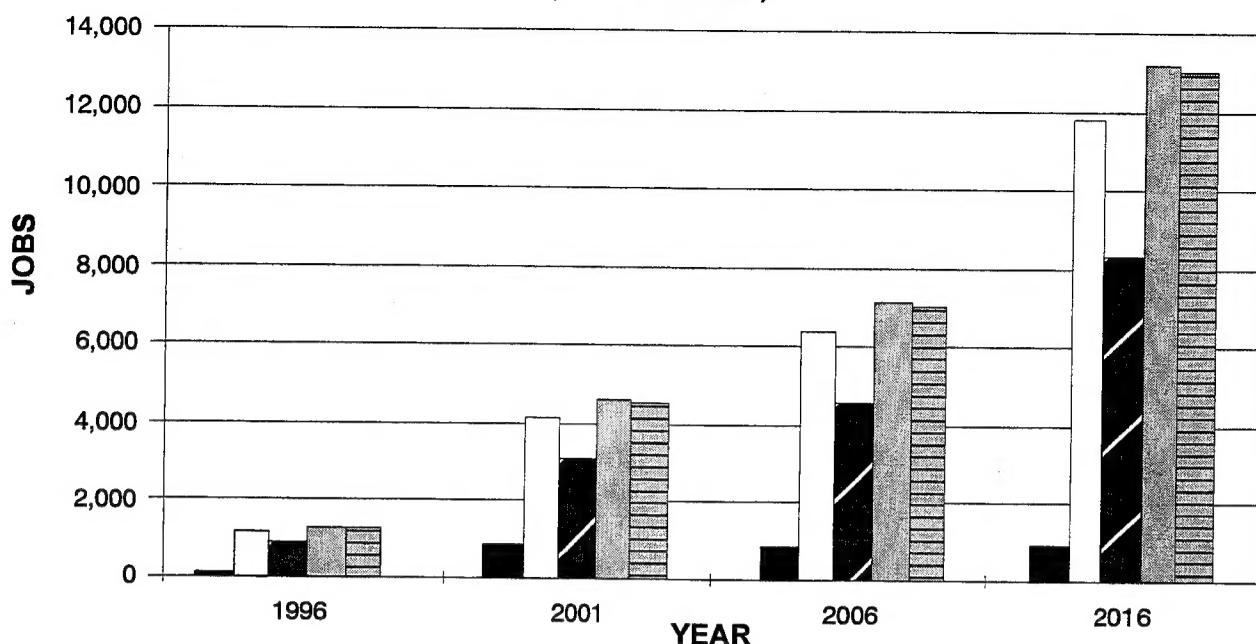
- Proposed Action;
- Griffiss Research Park Alternative;
- Mohawk Valley Business Center Alternative;
- Regional Aviation Complex Alternative; and
- No-Action Alternative.

The Proposed Action is the reuse of the base as a high technology office/R&D complex built around the government retained land using Rome Labs as the focal point of development. The Griffiss Research Park Alternative would be similar to the Proposed Action and also include other land uses, such as industrial/warehousing, education/training, and recreational. The Mohawk Valley Business Center Alternative focuses on development of a business and commercial district adjacent to the Rome Lab Complex. The Regional Aviation Complex Alternative would include reuse of the base for civilian and military aviation with relocation of the Oneida County Airport to Griffiss AFB. With the No-Action Alternative, the Air Force would provide security and limited maintenance to ensure resource protection, grounds maintenance, necessary utility operation, and building care on the base property left vacant by realigned units.

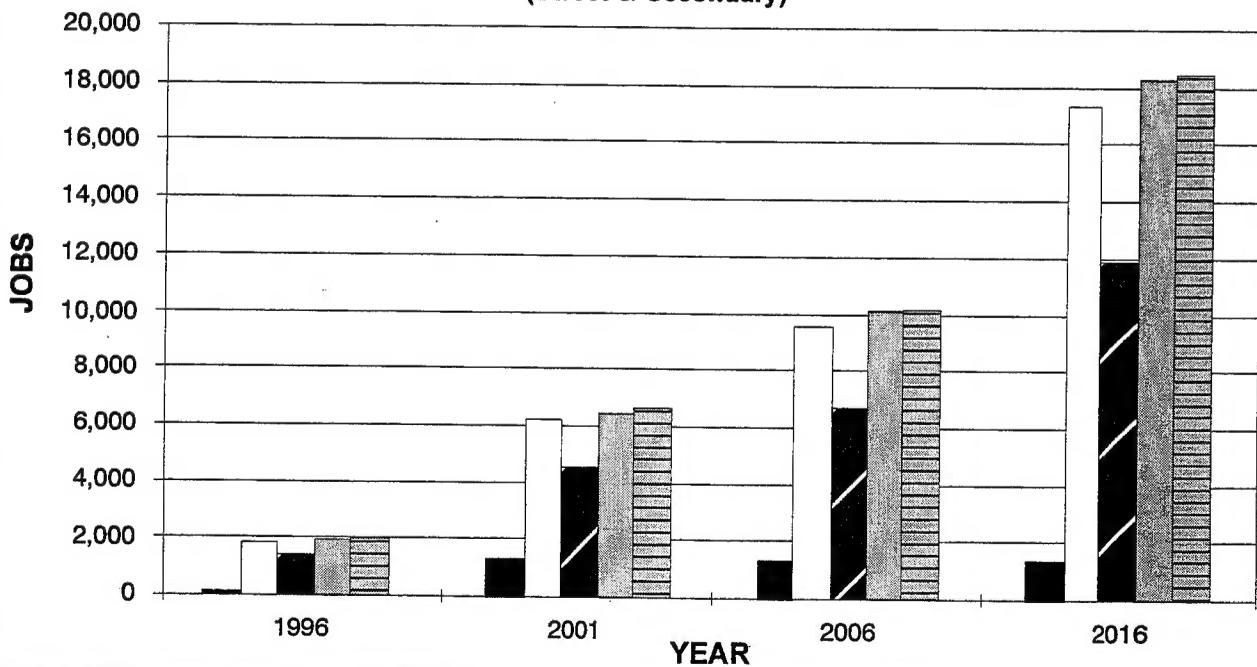
The net effects of reuse on the communities in the vicinity of Griffiss AFB would vary with the reuse alternative developed. Figures S-1 and S-2 illustrate the projected profile of future new employment and population within the Region of Influence (ROI), Oneida County, for each of the reuse alternatives and the No-Action Alternative. Key findings of this study include the following:

- With the Proposed Action, 17,258 new jobs would be created by 2016 and would generate nearly \$626 million in additional personal income in Oneida County. Most of the jobs created by the Proposed Action would be filled from the local labor force; however, because of increased unemployment, immigration would reach 16,133 by 2016. Projected housing vacancies in Oneida County would be reduced from 9.1 to 5.0 percent, with the addition of 2,650 units to the housing stock. Public services within Oneida County and the City of Rome have sufficient facilities and personnel expansion capabilities to accommodate the growth effects of the Proposed Action. Overall fiscal projections are expected to be positive for Oneida County, the City of Rome, and the Rome City School District. The Proposed Action would generate additional traffic on existing roadways, decreasing levels of service on State Highway 49 (SH-49) at Wright Drive and all associated ramps. Existing utilities serving the development area have sufficient capacity to accommodate the service demands generated by the Proposed Action.

Reuse-Related New Direct Employment (Full & Part Time)



Reuse-Related Employment (Direct & Secondary)



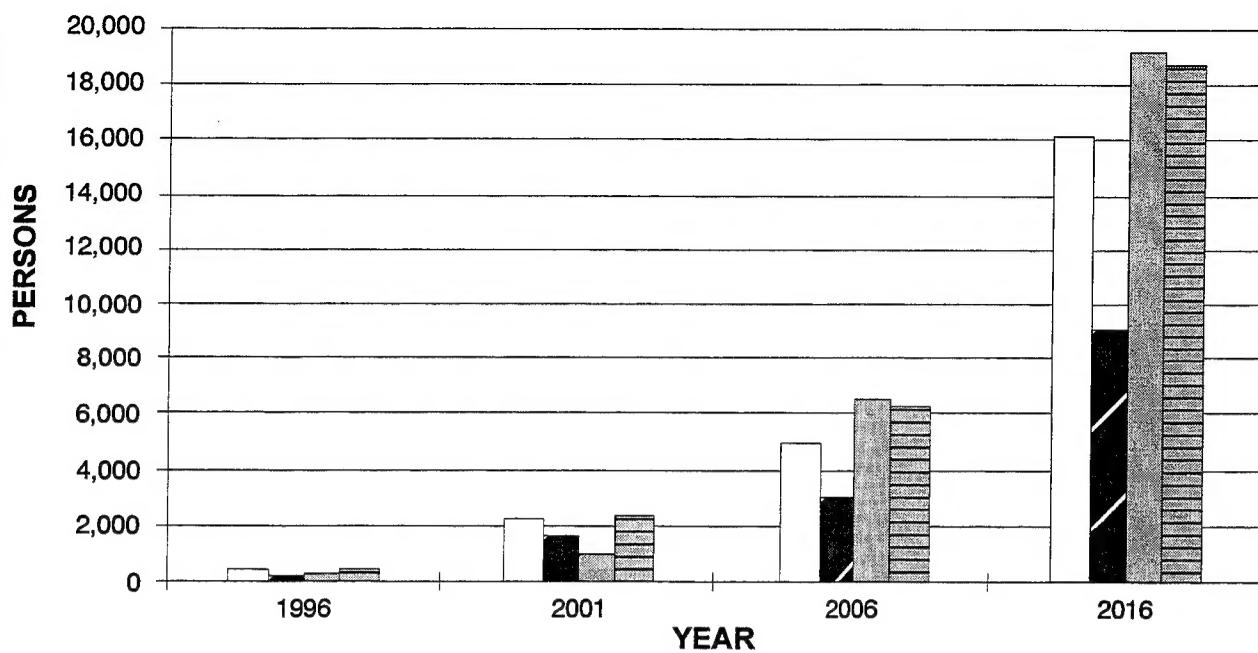
- No-Action Alternative
- Proposed Action
- Griffiss Research Park Alternative

- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

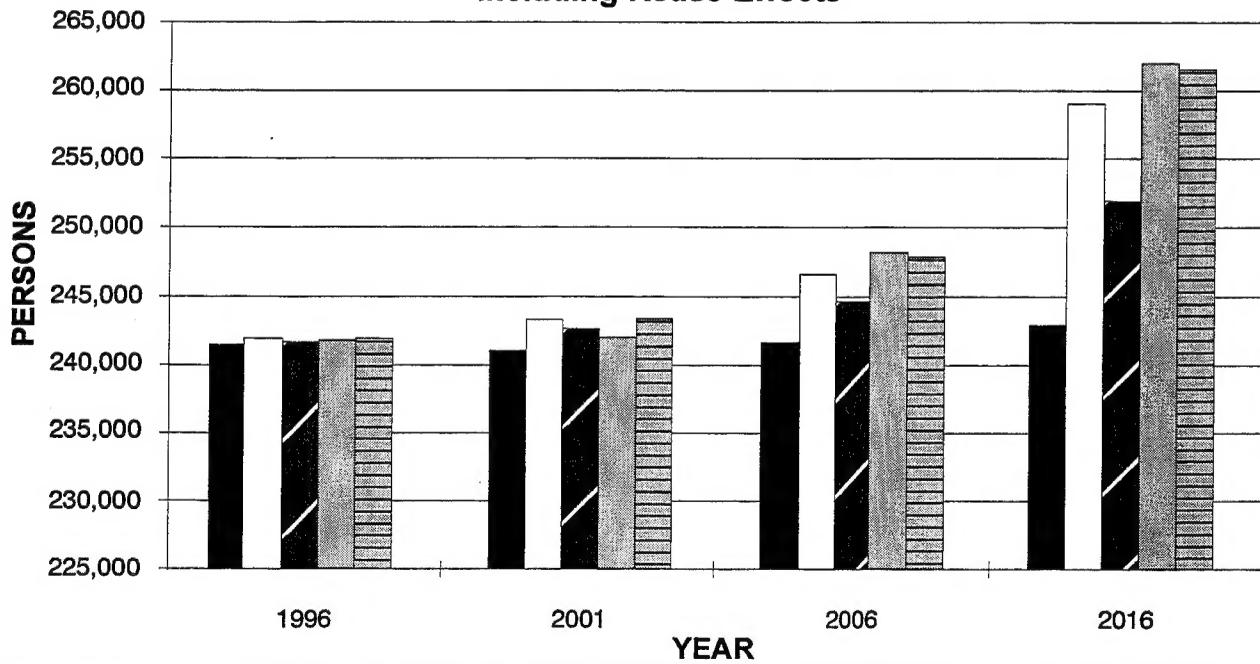
Oneida County Reuse-Related Employment Effects

Figure S-1

Reuse-Related Population Effects



Total (ROI) Population Including Reuse Effects



- No-Action Alternative
- Proposed Action
- Griffiss Research Park Alternative
- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

Oneida County Reuse-Related Population Effects

Figure S-2

- For the Griffiss Research Park Alternative, 11,811 new jobs would be created and over \$396 million in additional personal income would be generated in 2016 in Oneida County. Most of the jobs created by this alternative would be filled from the local labor force; however, because of increased employment, immigration would reach 9,026 by 2016. Projected housing vacancies in Oneida County would decrease from 9.2 to 6.0 percent. Public services within Oneida County and the City of Rome have sufficient facilities and personnel expansion capabilities to accommodate the growth effects of the Griffiss Research Park Alternative. Overall positive fiscal impacts are projected for all jurisdictions, including the school district. The Griffiss Research Park Alternative would generate additional traffic on SH-49 at Wright Drive and all associated ramps. Existing utilities serving the development area have sufficient capacity to accommodate the service demands generated by this alternative.
- For the Mohawk Valley Business Center Alternative, 18,234 new jobs would be created and over \$559 million in additional personal income would be generated in 2016 in Oneida County. Most of the jobs created by this alternative would be filled from the local labor force; however, because of increased employment, immigration would reach 19,109 by 2016. Projected housing vacancies in Oneida County would decrease from 9.2 to 5.0 percent, with the addition of 4,240 units to the housing stock. Public services within Oneida County and the City of Rome have sufficient facilities and personnel expansion capabilities to accommodate the growth effects associated with the Mohawk Valley Business Center Alternative. Fiscal surpluses are anticipated for Oneida County, the City of Rome, and the Rome City School District. The Mohawk Valley Business Center Alternative would generate additional traffic on existing roadways, decreasing levels of service on SH-49 at Wright Drive and all associated ramps. Existing utilities serving the development area have sufficient capacity to accommodate the service demands generated by this alternative.
- For the Regional Aviation Complex Alternative, 18,352 new jobs would be created and over \$598 million in additional personal income would be generated in 2016 in Oneida County. Most of the jobs created by this alternative would be filled from the local labor force; however, because of increased employment, immigration would reach 18,680 by 2016. Projected housing vacancies in Oneida County would decrease from 9.1 to 5.0 percent, with the addition of 4,010 units to the housing stock. Public services within Oneida County and the City of Rome have sufficient facilities and personnel expansion capabilities to accommodate the growth effects associated with

the Regional Aviation Complex Alternative. Fiscal surpluses are anticipated for Oneida County, the City of Rome, and the Rome City School District. The Regional Aviation Complex Alternative would generate additional traffic on existing roadways, decreasing levels of service on East Dominick Street and Floyd Avenue. Existing utilities serving the development area have sufficient capacity to accommodate the service demands generated by this alternative.

- For the No-Action Alternative, a total of 166 new jobs would be created. Additional personal income generated by the No-Action Alternative in 2016 would be negligible in Oneida County. Because the jobs created by this alternative would be filled from the local labor force, no related population increases are expected by 2016. The demand for housing was projected to decline in Oneida County, with no new residential development required in 2016. No project-related demand for public services was projected in 2016. Oneida County and the City of Rome have sufficient facilities and personnel to accommodate the effects associated with the No-Action Alternative. Fiscal surpluses are anticipated for Oneida County, the City of Rome, and the Rome City School District. With the No-Action Alternative, slight traffic volume increases were projected on local roadways through 2016. Base-related utility use over realignment baseline conditions would be minimal. The disuse of utility systems, however, could result in their degradation over the long term.

The findings of this study for each issue area and each alternative in the year 2016 are summarized in Table S-1. Table S-1 also includes findings for the No-Action Alternative to provide a benchmark against which to assess the effects of a particular alternative relative to closure conditions.

Table S-1

Comparison of Reuse Alternatives for the Year 2016¹

Resource Category	Proposed Action	Griffiss Research Park Alternative	Mohawk Valley Business Center Alternative	Regional Aviation Complex Alternative	No-Action/Caretaker Status
Economic Activity					
• Regional Employment ²	Total of 17,258 jobs created Nearly \$626 million per year	Total of 11,811 jobs created Over \$396 million per year	Total of 18,234 jobs created Over \$559 million per year	Total of 18,352 jobs created Over \$598 million per year	Total of 166 jobs created Additional income generated by the caretaker force would be negligible
Population					
• Oneida County	Increase of 16,133	Increase of 9,026	Increase of 19,109	Increase of 18,680	No Griffiss AFB-related immigration
• City of Rome	Increase of 9,357	Increase of 5,235	Increase of 11,083	Increase of 10,834	No Griffiss AFB-related immigration
Housing	Demand for 8,162 units	Demand for 4,566 units	Demand for 9,668 units	Demand of 9,451 units	No housing demand
Public Services					
• Police and Fire, General Government (Population-related demand)					
- Sheriff's Department; Oneida County; and three county volunteer fire stations	10 additional deputy sheriffs, 14 additional fire-fighters, and 80 additional general government employees	6 additional deputy sheriffs, 8 additional fire-fighters, and 45 additional general government employees	12 additional deputy sheriffs, 16 additional fire-fighters, and 93 additional general government employees	12 additional deputy sheriffs, 16 additional fire-fighters, and 93 additional general government employees	No project-related demand for services
- City of Rome; Inside District Police Department, and Fire Department	15 additional police officers, 32 additional fire-fighters, and 58 additional general government employees	8 additional police officers, 18 additional fire-fighters, and 88 additional general government employees	17 additional police officers, 38 additional fire-fighters, and 187 additional general government employees	17 additional police officers, 37 additional fire-fighters, and 183 additional general government employees	No project-related demand for services
• Rome City School District (Population-related demand)	1,417 project-related enrollments	797 project-related enrollments	1,702 project-related enrollments	1,649 project-related enrollments	No project-related enrollments
• Health Care	Griffiss AFB Hospital would be used as a VA outpatient clinic	Same as Proposed Action	Same as Proposed Action	Same as Proposed Action	Same as Proposed Action
Public Finance³					
• Oneida County	Net gain of \$4,933,000	Net gain of \$2,779,000	Net gain of \$5,745,000	Net gain of \$5,745,000	A Loss of \$3,052,000
• City of Rome	Net gain of \$1,909,000	Net gain of \$1,075,000	Net gain of \$2,191,000	Net gain of \$2,191,000	A Loss of \$947,000
• Rome City School District	Net gain of \$1,120,000	Net gain of \$617,000	Net gain of \$1,271,000	Net gain of \$1,278,000	A Loss of \$2,166,000
Other Relevant Resources					
• Transportation	Increase in average daily traffic; decrease in levels of service	Same as Proposed Action	Same as Proposed Action	Same as Proposed Action	Increase of traffic on local roads
• Utilities	Increased demand for utilities within existing service capacities	Same as Proposed Action	Same as Proposed Action	Same as Proposed Action	Reduction in demands for water, wastewater treatment, solid waste disposal, and electricity

Notes: ¹All effects presented in this table apply specifically to the year 2016, but may be interpreted as long-duration effects that extend indefinitely beyond 2016.

²Regional employment includes full-time and part-time jobs.

³Public finance gains are those that would be experienced over the No-Action Alternative. With the No-Action/Caretaker status, public finance gains are those that would be experienced if the base were to remain open.

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1.0 INTRODUCTION

This chapter presents the purpose of this Socioeconomic Impact Analysis Study (SIAS), briefly discusses the reason for and nature of the realignment of Griffiss Air Force Base (AFB), New York, reviews results of previous base realignments, and defines the potential reuse alternatives in terms relevant to the analysis of socioeconomic impacts.

This report is organized to provide an assessment of the current socioeconomic characteristics and impacts of base operation; the impacts of alternative site reuse scenarios on the region; and the postrealignment conditions for activities related to the site including government-retained uses and caretaker personnel. The structure of the report is as follows:

- Chapter 2.0 defines the Region of Influence (ROI) and provides the current community setting and profile of personnel, payrolls, and activities at the base.
- Chapter 3.0 establishes the realignment baseline for the ROI.
- Chapter 4.0 evaluates the impacts of alternative reuse plans and compares them to the realignment baseline.

1.1 PURPOSE OF THE STUDY

This SIAS focuses on the socioeconomic impacts resulting from the realignment and potential reuse of Griffiss AFB. The issues addressed include economic activity, population and housing, and other major issues of local concern, such as public services, public finance, transportation, and utilities. These factors substantially influence the character of communities in the vicinity of the base, and are important to local residents. The analysis of these issues is intended to provide local planning officials with the necessary information with which to plan for changes at Griffiss AFB. The SIAS is not a National Environmental Policy Act (NEPA) document.

The *Environmental Impact Statement, Disposal and Reuse of Griffiss Air Force Base, New York* (U.S. Air Force 1995) includes an analysis of the environmental issues associated with disposal of the base and its reuse under a range of potential redevelopment plans. The Environmental Impact Statement (EIS) was initiated to fulfill NEPA requirements which apply to Federal actions, such as decisions for disposal of Griffiss AFB property not retained by the U.S. Government. Socioeconomic factors are addressed only from the perspective of their potential effect on the biophysical environment. For instance, changes in economic activity, particularly in regional spending and employment, may lead to changes in area population, public service demand, and vehicular traffic on the area's road network. These effects, in turn, have the potential for beneficial or adverse environmental consequences on land use, air quality, water quality, noise, and biological and cultural resources.

1.2 REALIGNMENT OF GRIFFISS AIR FORCE BASE

As a result of the changing international political scene and the accompanying shift toward a reduction in defense spending, the Department of Defense (DOD) has been realigning and reducing its military forces pursuant to the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law [P.L.] 101-510, Title XXIX). DBCRA established new procedures for closing or realigning military installations in the United States.

DBCRA established an independent Defense Base Closure and Realignment (BRAC) Commission to review recommendations made by the Secretary of Defense regarding base realignments and closures. In March 1993, the Secretary of Defense recommended that, among other proposed closure and realignment actions nationwide, Griffiss AFB be realigned with inactivation of the 416th Bomb Wing, but with retention of several Air Force and other DOD functions at the base. The retained functions included Rome Laboratory (Rome Lab), an Air Force research and development (R&D) laboratory, and continued operation of the airfield at a minimum level to support mobility, contingency, and training requirements (i.e., deployments) of the U.S. Army 10th Infantry (Light) Division (ID) at Fort Drum, near Watertown, New York.

After reviewing the Secretary's recommendations, the 1993 Commission forwarded its recommended list of base realignment and closure actions to the President, who accepted the recommendations and submitted them to Congress on July 2, 1993. Because Congress did not disapprove the recommendations within the time period provided under DBCRA, the recommendations became law. Because Griffiss AFB was on the Commission's list, the decision for realignment of the base is final. Realignment of Griffiss AFB in accordance with the Commission's recommendations occurred on September 30, 1995.

Following realignment, the Air Force will retain real property and facilities at Griffiss AFB for the organizations that will remain at the base as described in Section 1.4. The Air Force will dispose of the portions of Griffiss AFB property and facilities within its decision-making authority that are considered excess and surplus through transfer to another Federal agency, public benefit conveyance to an eligible entity, negotiated sale to a public body for a public purpose, competitive sale by sealed bid or auction, or economic development conveyance.

The realignment action involves consolidation of Air Force activities and personnel transfers from Griffiss AFB to other Air Force bases in the United States, or a reduction in military forces through retirement of weapons systems and a reduction in military manpower levels. The projected realignment conditions described for this study would occur after the phasedown of operations and subsequent realignment of the base. Following realignment, security will be provided and limited maintenance will be performed to ensure that resource protection, grounds maintenance, necessary utility operations, and building care are accomplished.

An Air Force Base Conversion Agency (AFBCA) Operating Location (OL) has been established at Griffiss AFB. The responsibilities of the OL include coordinating post-realignment activities with the active Air Force realignment activities, establishing a caretaker force to maintain Air Force-controlled properties after realignment, and serving as the Air Force local liaison to the local reuse organization until lease termination, title surrender, or disposal of the Air Force-controlled property has been completed. For the purpose of analysis in this SIAS, it was assumed that the OL and established caretaker force would consist of approximately 100 people at the time of realignment, composed of 10 Air Force employees and 90 non-Federal supporting personnel. The OL, as used in this document, may refer to either the AFBCA or non-Federal personnel working for them.

Analysis of this projected realignment scenario, referred to as the No-Action alternative, provides an assessment of near-term and long-term conditions in communities near the base following realignment. This provides a benchmark for comparison of the socioeconomic consequences of alternative reuse plans.

On September 28, 1995, the 1995 BRAC listing became final. The 1995 BRAC requires the following regarding Griffiss AFB:

- Close the minimum essential airfield to be maintained at Griffiss AFB to provide, contingency, and training support for the Army 10th ID at Fort Drum. The airfield support would be provided at Fort Drum, near Watertown, New York, with improvement of the existing Fort Drum airfield and support facilities.
- Deactivate the 485th Engineering Installation Group (EIG).

These actions will affect reuse plans for Griffiss AFB based on the 1993 BRAC decisions.

As a consequence of the eventual closure of the airfield, the New York State Air National Guard is anticipated to relocate by 1999. This action could result in the loss of 214 (140 direct and 74 secondary) jobs in Oneida County, which would increase the unemployment rate slightly. Additional studies will be required, however for this SIAS only BRAC 93 realignment is analyzed.

1.3 PREVIOUS BASE ACTIONS

Because of the potential for severing long-standing social and economic relationships, base closures and realignments can be very disrupting experiences for host communities. The future state of the local economy is always of concern, although many communities affected by base realignments have successfully implemented installation reuse plans. A study completed by the President's Economic Adjustment Committee indicates that opportunities exist for successful conversion of military installations to civilian use (U.S. Department of Defense, Office of Economic Adjustment 1990).

Included in the study was a review of the experiences of nearly 100 communities that lost a local military base between 1961 and 1990. Several important findings resulted from this review:

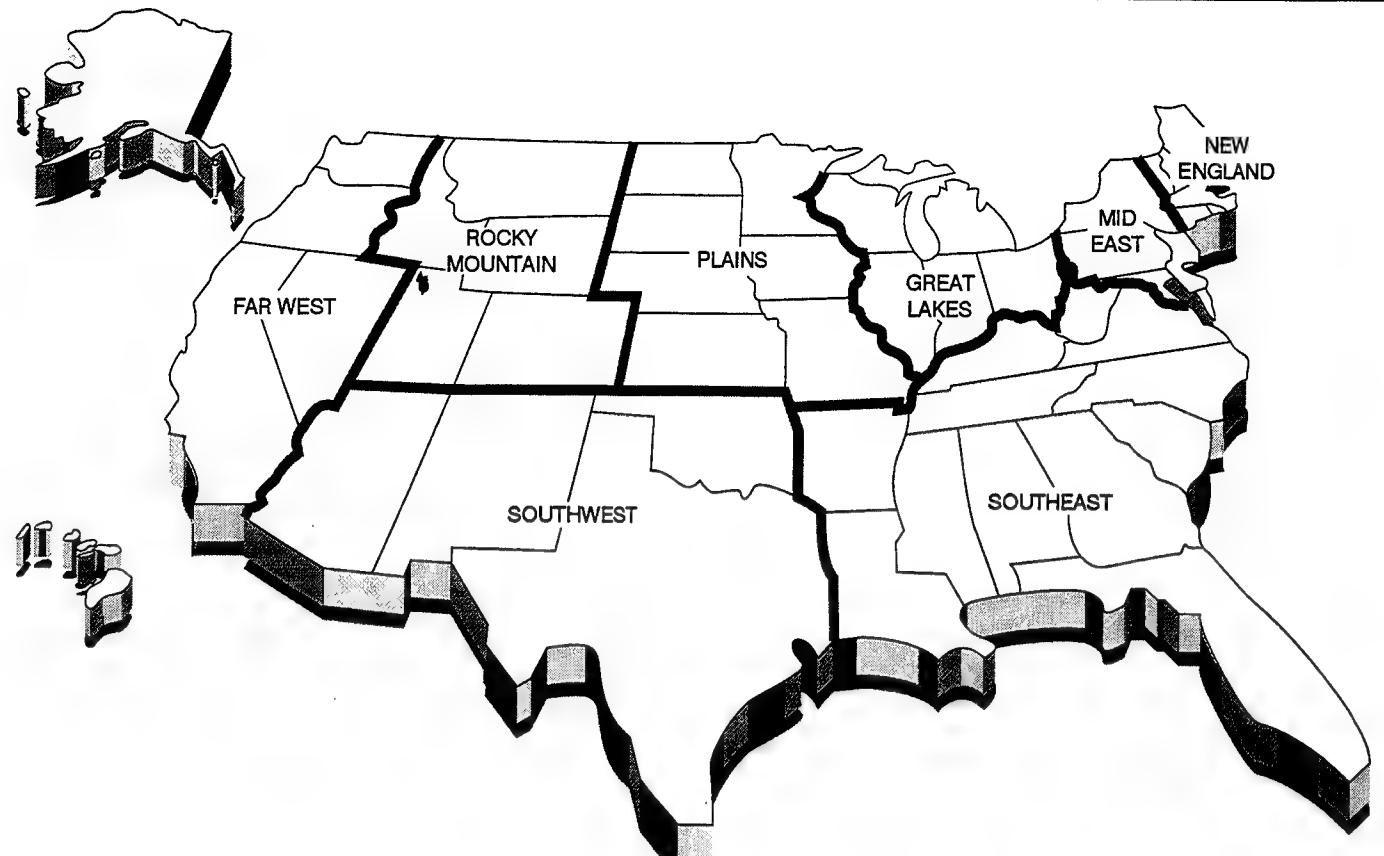
- Military jobs that transferred out of the local communities numbered almost 138,000. These transfers represented permanent, long-term reductions in the economic base of the communities.
- Conversion to civilian use led to a total of 158,000 direct jobs, more than replacing the 93,000 DOD civilian and contractor jobs lost due to the realignment.
- Fifty-seven former bases became the seat of a number of 4-year colleges, community colleges, and post-secondary vocational-technical programs. These schools presently accommodate 73,000 college students, 25,000 secondary vocational-technical students, and 62,000 trainees.
- Seventy-five former bases hosted industrial parks or plants, and 42 established municipal or general aviation airports.

The study concluded that in the short term, closure or realignment can have substantial negative effects on the local economy. The difficult transition period generally lasts 3 to 5 years (U.S. Department of Defense, Office of Economic Adjustment 1990).

Employment statistics for 48 Air Force installation closure or realignment and reuse actions completed between 1961 and 1990 are presented in Figure 1.3-1. These Air Force actions resulted in the transfer of approximately 100,200 military personnel. In addition, about 28,400 onbase civilian jobs were lost in these actions. Nearly 70,100 civilian jobs were gained as a result of reuse of the sites. Considering individual installations, in most cases, the number of civilian jobs in 1990 was greater than when the base was under military control. In only about 20 percent of the cases, however, did the number of new civilian jobs exceed the number of both civilian and military jobs lost as a result of base realignment.

1.4 REUSE OPTIONS

The Proposed Action analyzed in this SIAS was developed based on a reuse plan prepared by the local reuse organization, the Griffiss Local Development Corporation (GLDC). Three reasonable alternatives to the Proposed Action (i.e., Griffiss Research Park, Mohawk Valley Business Center, and Regional Aviation Complex) were developed to provide an analysis of a range of potential reuses of the base property. The alternatives include key elements of the Proposed Action and also incorporate specific concerns expressed by the community.



REGION	Number of Bases Closed	Military Jobs Transferred	Civilian Jobs Lost	New Civilian Jobs on Base
New England	5	11,241	921	9,947
Mid East	3	4,064	11,085	4,298
Great Lakes	6	7,595	2,453	10,380
Plains	7	18,502	3,129	9,530
Southeast	10	22,103	3,349	20,252
Southwest	9	24,472	6,058	10,942
Rocky Mountain*	3	3,663	336	307
Far West	5	8,539	1,093	4,421
Total	48	100,179	28,424	70,077

Source: U.S. Department of Defense,
Office of Economic Adjustment
1990.

*Data for one Air Force base not available.

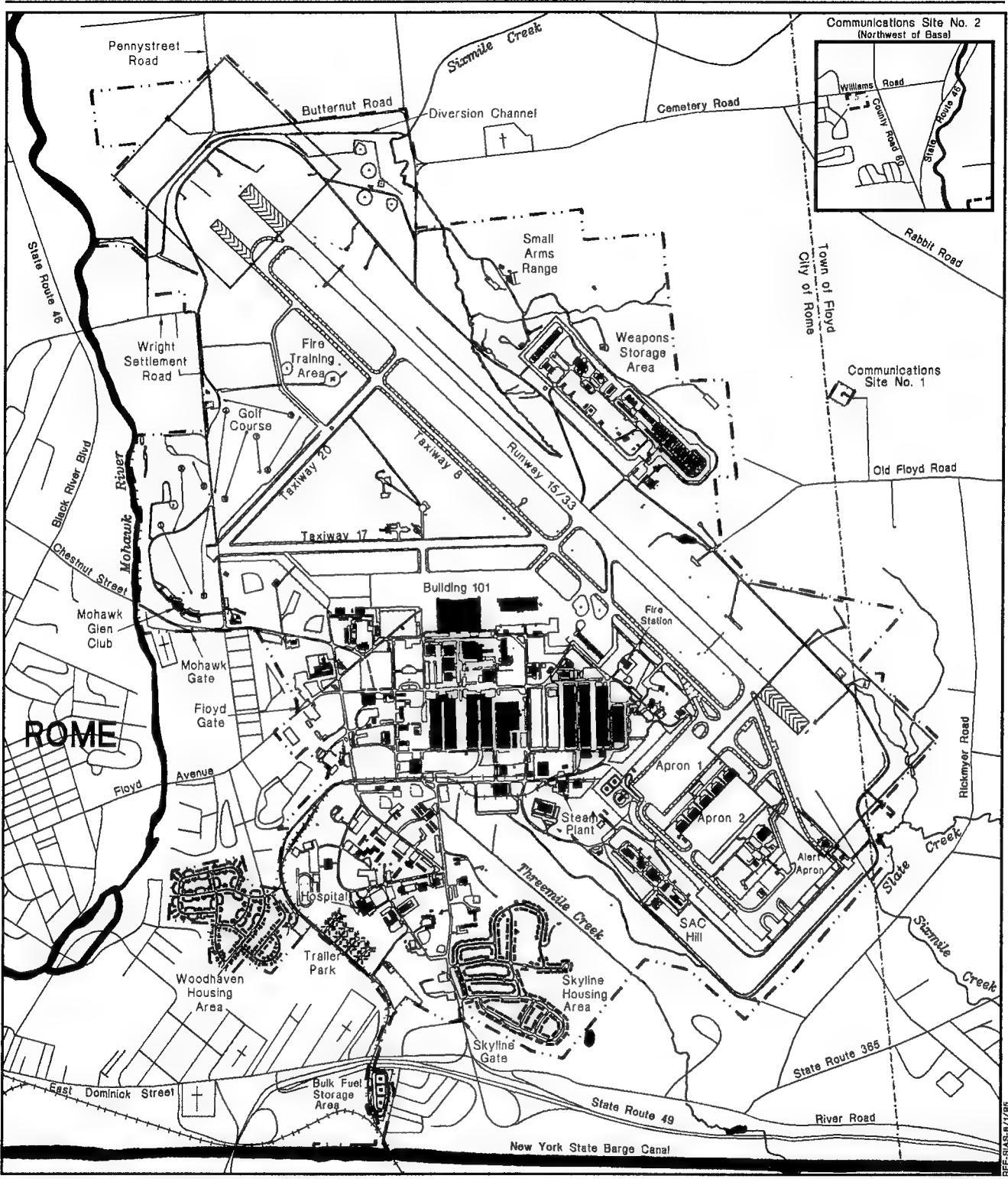
E007_011.cdr 8/4/95

Summary of Air Force Installation Closure and Reuse Actions Completed Between 1961 and 1990

Figure 1.3-1

The Proposed Action and three alternatives were all developed around the DOD organizations that will remain at the base on government-retained land following realignment as described in Section 1.2, and in more detail below. The basis for development of the Proposed Action and alternatives was the retention of several Air Force and other DOD organizations which were authorized in the 1993 BRAC Commission's recommendations to remain at Griffiss AFB following realignment. These organizations will require approximately 1,600 acres of land retained by the U.S. Government, involving about 2 million square feet of floor space. In accordance with the BRAC Commission's recommendations, the following actions will occur as part of the realignment of Griffiss AFB:

- Rome Lab, with approximately 1,000 personnel, will remain as a stand-alone Air Force R&D laboratory in existing facilities (primarily Buildings 3, 102, 104, 106, 240, 247, and 248). Following realignment, Rome Lab will also use other buildings within the government-retained land, including a portion of Building 101, a large maintenance hangar (Figure 1.4-1). Most of the Rome Lab facilities are located contiguous to one another in the central part of the base, except for Buildings 240, 247, and 248, which are located in an area east of the Floyd Gate.
- A minimum essential airfield will be maintained and operated at Griffiss AFB on an as-needed, on-call basis. The New York Air National Guard will maintain and operate necessary facilities to support deployment of Army troops from Fort Drum, and operate them when needed. The New York Air National Guard will maintain and operate facilities adjacent to Aprons 1 and 2 and the former Alert Apron, navigational aids and other equipment required for operation of the airfield (including Communications Sites No. 1 and No. 2), and facilities required for other support functions including fire protection, airfield security, vehicle maintenance, and aircraft refueling. These activities will require approximately 140 personnel.
- The Northeast Air Defense Sector (NEADS) operations, with approximately 240 personnel, will be transferred to the New York Air National Guard. NEADS will remain in their existing Sector Operations Control Center (Building 700) and maintain a small building and four large antennas in an area east of the northern end of the runway.
- The Defense Reutilization and Marketing Office (DRMO), with 20 personnel, will remain in their existing facilities (Buildings 8, 1200, and 1300) and continue to use open storage areas adjacent to and east of Buildings 1200 and 1300. This regional DRMO facility is under the control of the Defense Logistics Agency.



LEGEND

- Base Boundary
- Clear Zone



SCALE IN FEET
0 1000 2000

Griffiss AFB Reference Map

Figure 1.4-1

- The 485th EIG, with approximately 555 personnel, will remain at Griffiss AFB until December 1995 and then be deactivated.

In May 1994, the DOD announced that a Defense Finance and Accounting Service (DFAS) Center would be established at Griffiss AFB beginning in 1995. The DFAS Center will initially employ less than 100 personnel, but will eventually employ approximately 750 personnel when fully operational by 1999. The DFAS Center will use approximately 200,000 square feet of floor space in Building 1 on government-retained land. For SIAS analysis purposes, the first 100 personnel were considered part of the 1995 baseline and the 650 additional personnel as part of the new direct employees hired during redevelopment.

In addition, the U.S. Department of Veterans Affairs (VA) established an outpatient clinic in Building 510, the base hospital, in June 1995 to serve local veterans and active duty military personnel who will remain at the base following realignment. By 1997, the facility operation will be expanded to include a nursing home facility exclusively for veterans. This operation will eventually employ approximately 100 people.

In addition to the government-retained land, a number of other factors were considered in the development of the Proposed Action and alternatives. Real estate market conditions in the Rome area were analyzed to assess the feasibility of future reuse options. Special consideration was given to the adaptation of existing base facilities available for reuse. The layout of existing base facilities, and their current and potential use, were also considered in the development of each reuse alternative. Demolition of many facilities would occur with the Proposed Action and alternatives. Various environmental factors were considered in designating specific land use types and potential reuses, particularly surface water features and wetlands on and near the base, and several old landfills in the eastern portion of the base and east of Threemile Creek. In addition, constraints and opportunities provided by the infrastructure (particularly the airfield facilities) on and surrounding the base were also considered (Figure 1.4-1).

Development of the Proposed Action and alternatives also considered the opportunity for constructing a transportation corridor through the base property to connect State Highway (SH) 49, south of the base, more directly with SH-46, northwest of the base (Figure 1.4-1). This bypass concept has been proposed in various forms by the City of Rome for several decades to relieve congestion on SH-46 (Black River Boulevard), East Dominick Street, and streets in downtown Rome. The bypass roadway would involve construction of a road beginning near the intersection of Potter Road and SH-46 (on the west side of the Mohawk River west of the north clear zone area) across the Mohawk River and through the base property to the Wright Drive/SH-49 interchange south of the existing Skyline Gate. Construction of the upper portion of this roadway, including a bridge across the Mohawk River, would occur on property not owned by the U.S. Government.

The initial reuse planning for Griffiss AFB was directed by the Griffiss Redevelopment Planning Council (GRPC). The GRPC was formed in August 1993, with a 15-member board consisting of two elected officials (the Oneida County Executive and the City of Rome Mayor) and 13 area business and community leaders. The GRPC also had an executive director and a small support staff. Partial funding for operation of GRPC was obtained from a DOD Office of Economic Adjustment (OEA) grant applied for and granted to Oneida County. The GRPC was responsible for developing the master plan for reuse of the base. Working with a team of planning consultants, the GRPC released three draft reuse scenarios in August 1994 for public review and comment. Following a series of public meetings held to receive comments on the proposed scenarios, a final master plan was developed and released in November 1994. The GRPC was phased out in December 1994 following completion of the final master plan. The final master plan has been adopted as the Proposed Action analyzed in this SIAS.

To implement the master plan for reuse of the base, the GLDC was established to direct the Griffiss AFB redevelopment efforts, including all marketing activities, coordination with the Air Force during the property transition phase, and financial management of the reuse program. GLDC is a New York not-for-profit corporation with a 15-member board appointed by the Governor (five members), State Senate (two members), State Assembly (two members), Oneida County (three members), and City of Rome (three members). The GLDC's executive committee consists of board of directors (five members) and a professional staff of four, including an executive director.

The State of New York also established the New York State Technology Enterprise Corporation (NYSTEC) to help promote and market the private-sector research and ideas developed at Rome Lab. NYSTEC, a not-for-profit corporation, has a five-member board appointed by the Governor of New York.

The Proposed Action would involve development of a high technology office/R&D complex built around the retained government uses described above, with the Rome Lab facilities (Rome Lab Complex) as the focal point. The Proposed Action also includes industrial/warehousing, education/training, recreational, and residential uses. A parkway would be constructed through the property along a north/south corridor. Much of the base property would be left as open space. Areas east and west of the Skyline Gate and the Weapons Storage Area (WSA) would be reserved for future development.

The Griffiss Research Park Alternative would also include development of an office/R&D complex built around the Rome Lab Complex and the other government-retained uses. Other land uses proposed with this alternative would include industrial/warehousing, educational/training, and recreational. The recreational uses would include expansion of the base golf course to 18 holes and more open space than the Proposed Action. With this alternative, no residential uses would occur and no north-south parkway would be constructed.

The Mohawk Valley Business Center Alternative focuses on development of a business and commercial district adjacent to the Rome Lab Complex. With this alternative, a new 18-hole golf course, an aviation museum, and a new residential area would be constructed, along with a north-south parkway similar to the Proposed Action.

The Regional Aviation Complex Alternative would include reuse of the base for civilian and military aviation with relocation of the Oneida County Airport to Griffiss AFB. With this alternative, redevelopment would be focused on aviation support (e.g., air cargo and aircraft maintenance) and industrial/warehousing uses in the existing flightline area, with recreational and open space uses in the southern part of the base and along the Mohawk River. A north-south parkway would also be constructed with this alternative.

Each reuse plan is conceptual in nature, and represents generalized designations of potential future land uses based on development opportunities provided by the existing facilities and current and projected market conditions. To analyze potential environmental impacts, various assumptions were made for each reuse alternative for the purpose of analysis in this SIAS, including:

- Layout and acreage totals for the proposed land uses;
- Extent of construction and/or demolition activities required;
- Employment and population projections through 2016 for the Rome area and Oneida County;
- Traffic generation and daily trip projections through 2016;
- Proposed transportation improvements;
- Utility requirement projections through 2016; and
- Phasing plans for reuse of Griffiss AFB through 2016.

Details regarding the development of these assumptions and impact/modeling methodologies used are presented in Appendix B, Methods of Analysis. Specific assumptions developed for individual alternatives are identified in the discussion of each reuse proposal in Sections 1.4.1 through 1.4.5.

For purposes of baseline and impact analyses of the Proposed Action and alternatives, it was also assumed that the existing base steam plant would be converted to natural gas during the realignment period, and that 45 Air Force personnel would operate the plant until September 1997. It is anticipated that a staff of 15 would be required to operate the plant long term.

In general, the results of the socioeconomic analyses are presented in this SIAS for the years 1996, 2001, 2006, and 2016, reflecting the first full year after base realignment in September 1995, and subsequent 5-, 10-, and 20-year

intervals. Total acreage for each land use category designated for the Proposed Action and alternatives is summarized in Table 1.4-1.

Table 1.4-1

**Land Use Acreage by Alternative
Government-Retained and Project Reuse**

Land Use	Proposed Action	Griffiss Research Park Alternative	Mohawk Valley Business Center Alternative	Regional Aviation Complex Alternative
Airfield	1,414	1,476	1,424	1,693
Aviation Support	109	0	0	131
Industrial	417	499	490	385
Institutional	142	101	8	56
Commercial	80	86	201	229
Residential	25	0	116	25
Public/Recreational	835	1,283	1,206	1,033
Agricultural	0	0	0	0
Vacant Land	530	107	107	0

1.4.1 Proposed Action

The Proposed Action would involve development of a high technology office/R&D complex built around the retained government uses described in Section 1.4 with the Rome Lab Complex as the focal point. The Proposed Action also includes large areas of public/recreational space (835 acres), some of which will be created through demolition of buildings and reforestation. This green space corridor also contains a modified golf course and a new parkway corridor. The plan includes a four-lane parkway with a 100-foot landscape median that would serve the new development and form an eastern bypass for the City of Rome. The large areas of vacant land (Development Reserve) (530 acres), partly created by demolition of obsolete structures (especially housing), are reserved for future potential development. No development data have been included in this analysis for these vacant lands.

The total acreage of each land use, as designated for the Proposed Action, is summarized in Table 1.4-2 and shown on Figure 1.4-2. All acreage values used in this SIAS are approximate and rounded to the nearest whole number. Of the base's total 3,552 acres, approximately 44 percent, or 1,566 acres, will be retained for government use, including 1,414 acres for the airfield; 104 acres for Rome Lab, DFAS, and DRMO facilities; 40 acres for the NEADS facilities; and 8 acres for the VA clinic.

With the Proposed Action, approximately 5.5 million square feet of new construction would occur by 2016. The Proposed Action includes reuse of approximately 1.4 million square feet of existing space and retention of 1.98 million square feet of government-retained space. It was assumed that all demolition and 50 percent of new construction would occur in the first 5-year period; 25 percent of construction in the second 5-year period; and the remaining 25 percent in the last 10 years.

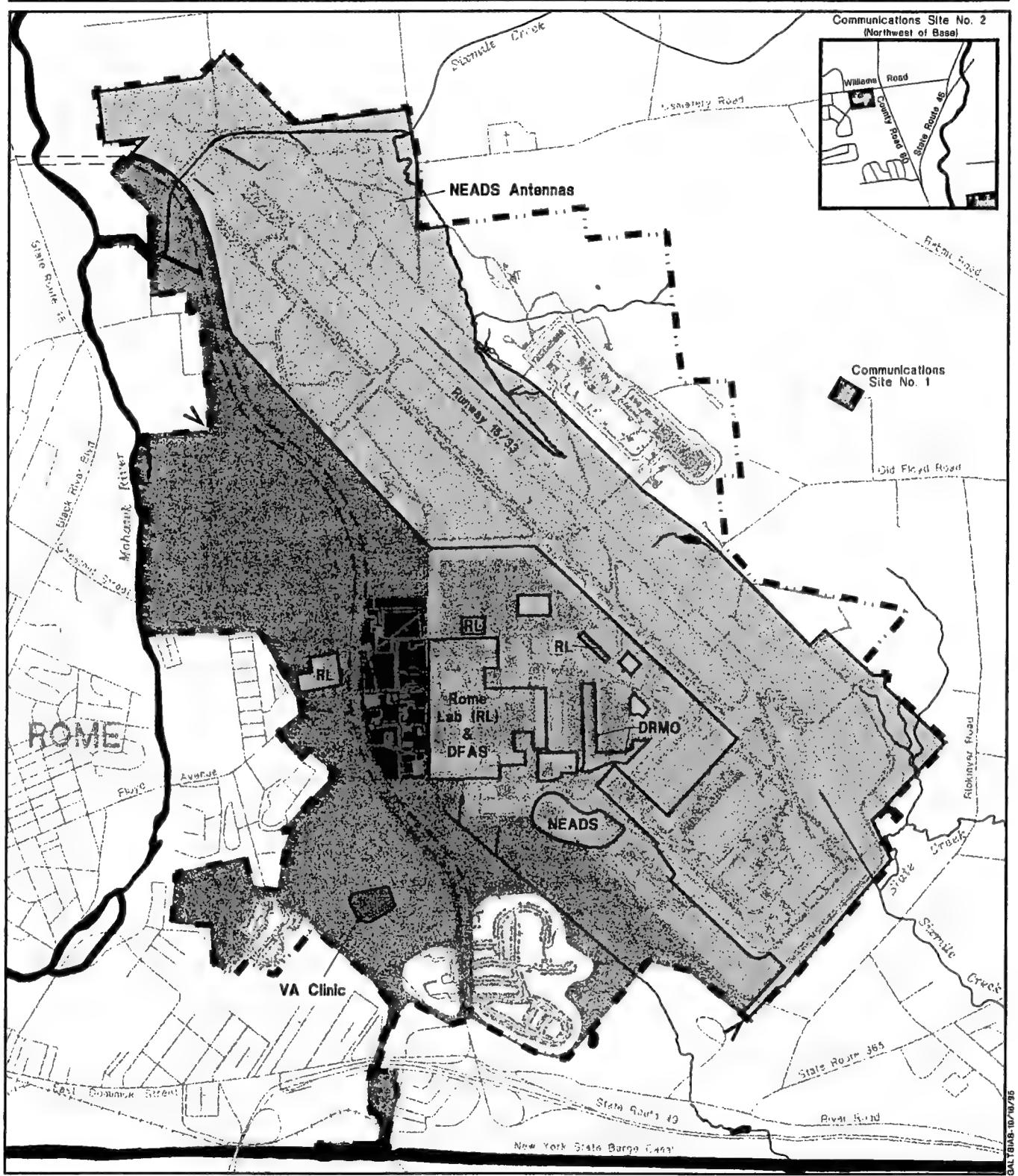
Table 1.4-2

Land Use	Land Use Acreage Proposed Action	
	Government-Retained	Acreage Project Reuse
Airfield	1,414	0
Aviation Support		109
Industrial	144	273
Institutional	8	134
Commercial		80
Residential		25
Public/Recreational		835
Agricultural		0
Vacant Land (Development Reserve)		530
Totals:	1,566	1,986
Grand Total (Government-Retained and Project Reuse):		3,552

1.4.1.1 Airfield

With the Proposed Action, a minimum essential airfield would be maintained and operated at Griffiss AFB by the New York Air National Guard to support mobility, contingency, and training requirements (i.e., for troop deployments) of the Army 10th ID at Fort Drum. The New York Air National Guard would also maintain and operate facilities adjacent to Aprons 1 and 2 and the former Alert Apron, navigational aids and other equipment required for operation of the airfield (including Communications Sites No. 1 and No. 2), and facilities required for other support functions including fire protection, airfield security, vehicle maintenance, and aircraft refueling. Airfield and associated support functions would use approximately 1,414 acres of the base property, all of which would be government-retained land.

Mobility, contingency, and training deployments of the 10th ID would involve an estimated 480 annual aircraft operations (i.e., arrivals or departures) involving C-5, C-141, L-1011, and B-747 aircraft. For the purpose of analysis, it was assumed that there would be 120 annual operations for each aircraft type. The aircraft would not be based at Griffiss AFB, but would be flown in to pick up or drop off troops, as well as supplies and equipment, on an as-needed basis.



LEGEND

— — — Base Boundary	[Solid black square] Institutional (Medical)	[White square with black border] Vacant Land (Development Reserve)
— — — Parkway Corridor	[Solid black square] Institutional (Education)	[White square with black border] Government Retained Land
> New/Improved Access Points	[Solid black square] Commercial	"Not Applicable"
Airfield (New York State Air National Guard Facilities)	[White square with black border] Residential	
Aviation Support	[Solid black square] Public/Recreational	
Industrial	[White square with black border] Agricultural	

Proposed Action

Figure 1.4-2

1.4.1.2 Aviation Support

The Proposed Action includes 109 acres designated as an aviation support area north of the Rome Lab Complex. This area could be developed as part of the industrial district or as a separate aviation support district if joint use arrangements can be negotiated and Federal Aviation Administration (FAA) approval can be obtained. The site contains two large hangars adjacent to the flightline that could be accessed through extension of the existing railroad track on the base. About one-half of one building would be retained for the New York Air National Guard and one-fourth of the other building would be retained for use by Rome Lab. For purposes of this SIAS, the aviation support area has been designated as an industrial land use area. Potential uses of these buildings could include a variety of heavy or light manufacturing uses.

1.4.1.3 Industrial

The proposed industrial district contains 273 acres that could be used by either a few large tract tenants or by multiple tenants using 10- to 50-acre parcels. The Rome Lab Complex, including the DFAS Center, is within this district. Potential development opportunities would include infill with R&D, manufacturing, warehousing, or storage uses. The area east of the Rome Lab Complex could be marketed to a single user or several smaller users. Actual parcelization would depend on market demand. Future development potential could include manufacturing or warehousing uses, particularly those which require direct rail access and/or large sites.

Existing buildings in the SAC Hill area, in the southern portion of the industrial area, could be used in the short term for retraining and educational facilities or small light industrial businesses. In the long term, new development in the adjacent Skyline area and Rome Lab Complex, along with creation of a comprehensive redevelopment strategy, may attract additional businesses to the area. Industrial reuses would also include the NEADS antennas in the northern portion of the airfield on government-retained land.

1.4.1.4 Institutional

Institutional uses are planned for 134 acres on a site that offers reuse opportunities for a number of buildings including the base theater, various recreational facilities (e.g., bowling center, recreation center, gymnasium, and library), the chapel, and dormitories. Potential development opportunities in this area, focusing on maintaining a campus-like environment, include the Mohawk Valley Community College, a specialized science high school, a job training facility, and other similar education/training activities that would benefit from proximity to Rome Lab. As described in Section 1.4, the hospital will be reused as a VA clinic on government-retained land (8 acres). The daycare center would also be a compatible reuse within this area.

1.4.1.5 Commercial

A total of 80 acres of potential commercial development is designated along the east side of the proposed parkway. Potential reuses could include development of office and R&D uses fronting the parkway and a landscaped mall. The site would support limited retail, administrative office, and service establishments providing support to businesses and employees.

1.4.1.6 Residential

A 25-acre parcel in the Woodhaven housing area would continue to be used as a residential area. This area would include single-family units (19 of which would be relocated from the Skyline housing area) and a limited number of multifamily units (for transitional housing because of adjacent apartment complexes) in the northeastern portion of this area. The reuse plan also includes demolition of housing and reforestation of the remaining 43 acres to be set aside as a part of the regional open space network.

1.4.1.7 Public/Recreational

The Proposed Action includes 835 acres of public/recreational areas that would be used as open space. The plan includes a major reforestation program for dedicated open space including natural parklands extending from the northwest corner of the base, through the existing modified golf course, south along the Mohawk and Floyd gateways, and across the parkway into the Threemile Creek area. With construction of the parkway, the layout of the existing golf course would need to be modified. The Mohawk Glen Club would be retained as a hospitality center and educational facility by Mohawk Valley Community College or the private sector. Other public/recreational uses would include a 100-foot landscaped parkway median, two small parks in the Rome Lab complex area, and landscaped buffer areas around the proposed commercial and industrial development.

1.4.1.8 Agricultural

There would be no agricultural land uses with the Proposed Action.

1.4.1.9 Vacant Land (Development Reserve)

For purposes of this analysis, the vacant land (also designated as Development Reserve) represents opportunity sites for undefined future development that will be market-determined. The Proposed Action includes 530 acres identified as vacant land but set aside for future long-term development. These areas include the WSA and nearby landfill areas to the north and south, and the areas east and west of the Skyline Gate where military housing and other facilities would be demolished. The areas near the Skyline Gate would be reserved for developers or users needing a prominent site with good highway access. As a gateway site, uses such as industrial, warehousing, and large-scale retail would be discouraged. None of these uses have been analyzed in this SIAS.

1.4.1.10 Government-Retained Land

Three government-retained zones are part of the Proposed Action: one is a composite of areas totaling 104 acres that include Rome Lab and DFAS facilities; the second includes 1,414 acres of airfield, which also contains two industrial areas (40 acres total) with NEADS facilities; and the third consists of 8 acres for the VA clinic. The government would retain use of 1.9 million square feet of existing floor space. The total government-retained acreage (1,566 acres) represents 44 percent of the 3,552-acre Griffiss AFB property.

1.4.1.11 Employment and Population

The government functions retained at Griffiss AFB following realignment, as described in Section 1.4 will employ 2,196 persons as of October 1995, decreasing to 1,612 following deactivation of the 485th EIG. The total government-retained employment would include 1,003 persons associated with Rome Lab, 237 with NEADS, 20 with DRMO, 96 with DFAS, 141 with the New York State Air National Guard, and 554 with the 485th EIG. In addition, the OL and steam plant personnel would consist of 145 persons, decreasing to 115 in 1997, when operation of the steam plant is turned over to the GLDC.

In addition to the retained government employment, approximately 11,700 direct jobs and 5,575 secondary jobs would be generated by 2016 with the Proposed Action. The direct jobs that would be generated in the ROI include 650 additional and 100 new jobs that would be associated with the DFAS Center and VA facility, respectively, on government-retained land. A peak of approximately 285 direct, short-term, construction-related jobs would be generated in 2001. Estimated employment following realignment, and in 2001, 2006, and 2016 with reuse, is presented in Table 1.4-3. The forecasted employment related to base reuse is expected to result in the immigration of approximately 16,130 persons into the region by 2016.

Table 1.4-3

**Reuse-Related Employment and Population
Proposed Action**

	Year			
	1996	2001	2006	2016
Direct Employment				
Construction/Demolition	254	285	149	0
Operations	923	3,812	6,218	11,684
Total:	1,177	4,097	6,367	11,684
Secondary Employment				
	653	2,099	3,148	5,574
Population Change	437	2,265	4,979	16,133

1.4.1.12 Transportation

Based on land use and employment projections, the average daily traffic would increase from approximately 7,400 vehicle trips in 1996 to about 53,600 vehicle trips by 2016. The Proposed Action would include construction of a new parkway to link SH-49 to the south to Floyd Avenue, Mohawk Drive, and areas north of Rome via SH-46 and Potter Road and facilitate overall traffic flow in the area.

Onsite circulation would also be enhanced by the following modifications to existing roads, new road construction, and road demolition:

- Maintenance of unrestricted gates at Mohawk Drive and Floyd Avenue as key entrances from the City of Rome to the Rome Lab Complex;
- Creation of an industrial service loop road around the Rome Lab Complex;
- Improved access to SAC Hill through connection to SH-365 from the southeastern corner of the base along the access road to the former Oneida County Energy Recovery Facility;
- Realignment of Ellsworth Road to improve access to East Dominick Street and Mohawk Valley Community College via Park Drive and Gansevoort Avenue;
- Construction of a new road through the education and training district to improve access to the neighborhoods of Rome;
- Closing most roads within the Skyline housing area and the industrial district until specific development proposals are implemented, as well as closing other roads not immediately required; and
- Demolition of roads in areas designated for open space and in the commercial area.

1.4.1.13 Utilities

By 2016, the projected reuse of Griffiss AFB with the Proposed Action would generate the following onsite changes in utility demand compared to pre-realignment (1993) conditions:

- **Water** - 0.62 million gallons per day (MGD) or a decrease of approximately 24.4 percent from 1993 levels;
- **Wastewater** - 0.41 MGD or a decrease of 28.1 percent from 1993 levels;

- **Solid Waste** - 14.76 tons per day or an increase of approximately 105 percent from 1993 levels;
- **Electricity** - 211.62 megawatt-hours (MWh) per day or a decrease of approximately 8 percent from 1993 levels; and
- **Natural Gas** - 5.14 thousand therms per day or an increase of approximately 60.6 percent from 1993 levels.

In the ROI, by 2016, the Proposed Action and associated population increases would generate the following changes in utility demand compared to pre-realignment (1993) conditions:

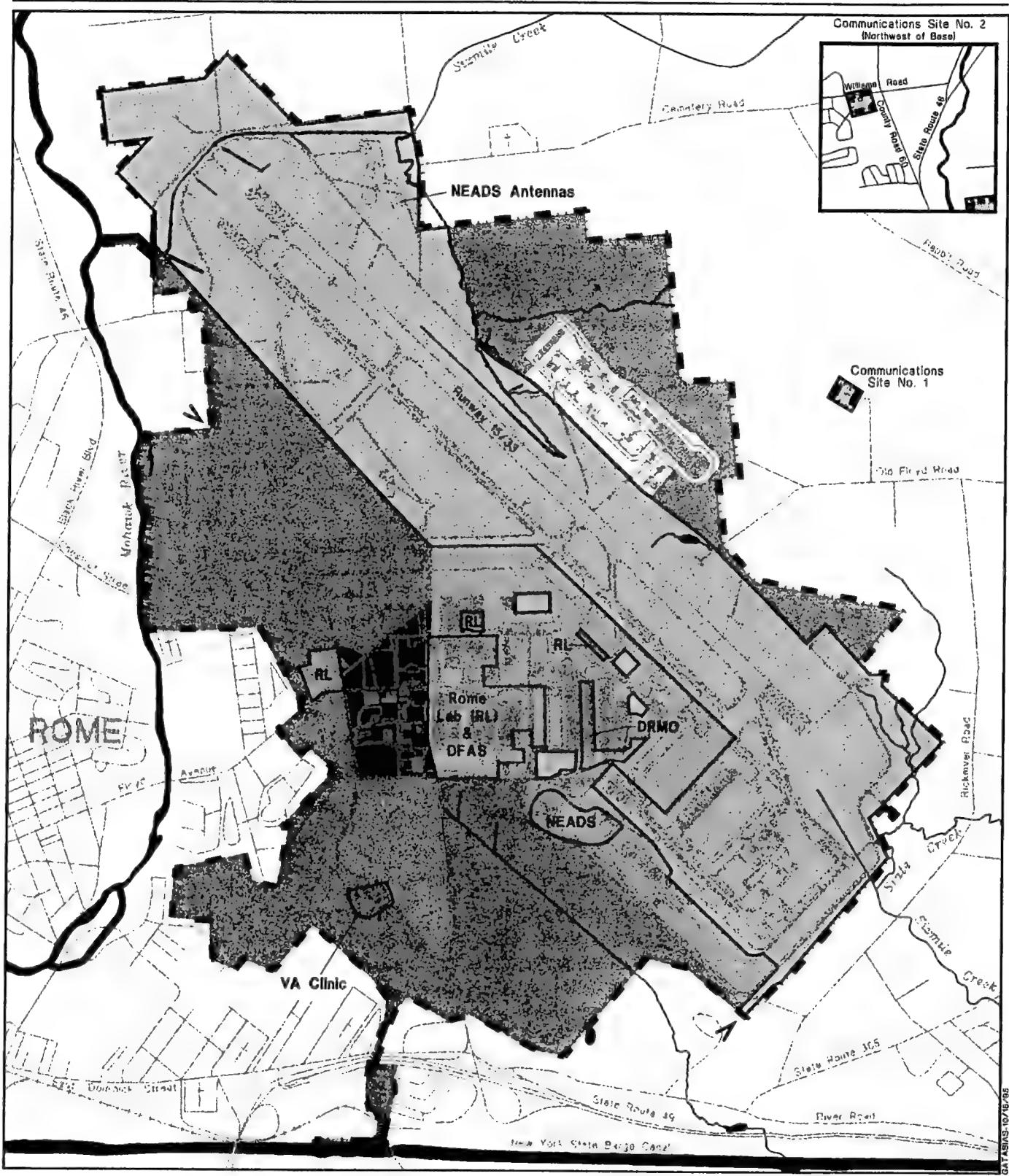
- **Water** - 10.27 MGD or a decrease of approximately 0.3 percent from 1993 levels;
- **Wastewater** - 10.93 MGD or an increase of 2.1 percent over 1993 levels;
- **Solid Waste** - 43.45 tons per day or a decrease of approximately 7 percent from 1993 levels;
- **Electricity** - 2230.07 MWh per day or a decrease of approximately 1.8 percent from 1993 levels; and
- **Natural Gas** - 66.04 thousand therms per day or an increase of approximately 2.5 percent over 1993 regional demand levels.

No major utility system improvements have been identified for the Proposed Action.

1.4.2 Griffiss Research Park Alternative

As with the Proposed Action, the airfield, Rome Lab, DFAS, NEADS, and hospital areas would be retained exclusively for government use. Rome Lab and the DFAS area would be major anchors of the Griffiss Research Park. This plan would emphasize R&D, training, and educational reuses of the base and would maximize the reuse of existing buildings and infrastructure with moderate demolition. The plan does not include a parkway, but would include improving Wright and Mohawk drives as regional arterial routes. The existing 9-hole golf course would be expanded to 18 holes and combined with an east-west open space system from the Mohawk River near the Woodhaven housing area across Skyline Hill to the Threemile Creek woodland.

Total acreage for each land use category for the Griffiss Research Park Alternative is shown on Figure 1.4-3 and summarized in Table 1.4-4. Of the base's total 3,552 acres, 1,476 acres will be retained by the government for the airfield; 104 acres for the Rome Lab, DRMO, and DFAS facilities; 40 acres for the NEADS facilities; and 8 acres for the VA clinic. This alternative has the second largest public/recreational area (1,283 acres). No residential uses are proposed with this alternative.



LEGEND

— — — Base Boundary

> New/Improved Access Points

■ Airfield (New York State Air National Guard Facilities)

■ Aviation Support

■ Industrial

[Institutional (Medical)]

[Institutional (Education)]

■ Commercial

□ Residential

■ Public/Recreational

□ Agricultural

□ Vacant Land (Development Reserve)

□ Government Retained Land

* Not Applicable



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Griffiss Research Park Alternative

Figure 1.4-3

Table 1.4-4

Land Use Acreage
Griffiss Research Park Alternative

Land Use	Acreage	
	Government-Retained	Project Reuse
Airfield	1,476	0
Aviation Support		0
Industrial	144	355
Institutional	8	93
Commercial		86
Residential		0
Public/Recreational		1,283
Agricultural		0
Vacant Land (Development Reserve)		107
Totals:	1,628	1,924
Grand Total (Government-Retained and Project Reuse):		3,552

Existing buildings and facilities at Griffiss AFB were evaluated in terms of potential demolition, retention for future use, and for construction sites for new facilities. With this alternative, approximately 2 million square feet of existing buildings would be demolished and 1.6 million square feet would be retained for reuse. In addition, approximately 3.1 million square feet of new floor space would be constructed. It was assumed that all demolition and 50 percent of new construction would occur in the first 5-year period; 25 percent of construction in the second 5-year period; and the remaining 25 percent in the last 10 years.

1.4.2.1 Airfield

For this alternative, as described for the Proposed Action, a minimum essential airfield would be maintained and operated by the New York Air National Guard to support deployment of Army troops from Fort Drum. Airfield and associated support functions for this alternative would require approximately 1,476 acres of the base property, all of which would be government-retained land. Troop deployments would involve an estimated 480 annual aircraft operations (i.e., arrivals or departures), involving C-5, C-141, L-1011, and B-747 aircraft. The aircraft would not be based at Griffiss AFB, but would be flown in to pick up or drop off troops, as well as supplies and equipment, on an as-needed basis.

1.4.2.2 Aviation Support

There would be no aviation support uses with this alternative.

1.4.2.3 Industrial

The industrial and warehouse area (355 acres) could be reused for multiple uses focusing on R&D (Rome Lab Complex) and education. Future development opportunities could include business incubation and general office use. Industrial and warehouse uses could include those that need direct rail access. The SAC Hill area, while proposed as industrial, could be used for training and educational facilities including vocational training and trade shops. The site also has two large hangars adjacent to the flightline that could also be accessed through extension of the existing railroad track on the base. About one-half of one building would be retained for the New York Air National Guard and one-fourth of the other building would be retained for use by Rome Lab. This alternative would emphasize the reuse of existing buildings and infrastructure with only moderate demolition. Industrial uses would also include the NEADS antennas in the northern portion of the airfield on government-retained land.

1.4.2.4 Institutional

The institutional (education and training) area contains 93 acres. A number of existing buildings would be reused with this alternative. As with the Proposed Action, future development would focus on maintaining a campus-like environment and integrating this site into the surrounding open space network. Potential development opportunities could include expansion of Mohawk Valley Community College or development of a local high school, a specialized science high school, a job training facility, or other similar facilities, especially those that could take advantage of the proximity of Rome Lab. As described for the Proposed Action, the hospital (8 acres) would be reused for the VA clinic.

1.4.2.5 Commercial

A total of 86 acres of potential commercial development similar to the Proposed Action has been designated west of the Rome Lab Complex. The area could support limited retail, administrative office, and service establishments providing support to businesses and employees on the base property.

1.4.2.6 Residential

There would be no residential uses with this alternative.

1.4.2.7 Public/Recreational

This alternative proposes 1,283 acres for public/recreational use, including an 18-hole golf course and a major reforestation program to develop dedicated open space in the southern portion of the base and northeast of the runway. An extensive open space corridor would be developed that would connect the Mohawk River Corridor with the New York State Barge Canal Corridor via Threemile Creek. Existing residential areas (i.e., the Woodhaven and Skyline housing areas, and the trailer park) would be demolished and incorporated into the east-west open space system.

The existing 9-hole golf course would be retained and expanded to 18 holes. The areas east and west of the education and training area could be redeveloped into a regional park including a community center, athletic fields, recreational courts and fields, and a nature trail system. Some existing buildings and recreational facilities would be reused as part of this alternative.

1.4.2.8 Agricultural

There would be no agricultural land uses with this alternative.

1.4.2.9 Vacant Land (Development Reserve)

With this alternative, 107 acres have been identified as vacant land. This area (the existing WSA northeast of the runway) represents an opportunity site for undefined future development that would be market-determined. Although not specifically planned, this area could support manufacturing, warehousing, light industrial, and storage uses. No development on this land was analyzed in this SIAS.

1.4.2.10 Government-Retained Land

There are three government-retained districts: one includes 1,476 acres of airfield and 40 acres of NEADS facilities; the second is a composite of areas totaling 104 acres that include Rome Lab, DRMO, and DFAS facilities; and the third consists of 8 acres for the VA clinic. Approximately 46 percent of Griffiss AFB would be retained with this alternative.

1.4.2.11 Employment and Population

In addition to the retained government employment as described in Section 1.4.1.11, approximately 8,250 direct jobs and 3,580 secondary jobs would be generated by 2016 with the Griffiss Research Park Alternative. The direct jobs that would be generated in the ROI include 650 additional and 100 new jobs that would be associated with the DFAS Center and VA facility, respectively, on government-retained land. A peak of 200 direct, short-term, construction-related jobs would be generated in 2001. Estimated employment following realignment, and in 2001, 2006, and 2016 with reuse, is presented in Table 1.4-5. The forecasted employment related to base reuse is expected to result in the immigration of approximately 9,025 persons into the region by 2016.

1.4.2.12 Transportation

Based on land use and employment projections, average daily traffic would increase from approximately 4,800 vehicle trips in 1996 to 27,350 vehicle trips by 2016. With this alternative, instead of constructing a new parkway, improvements would be made to Wright and Mohawk drives to upgrade them to regional arterial routes to provide better access to the central portion of the property. Onsite circulation would be enhanced by a combination of existing road modifications, new road construction, and road demolition, similar to those described for the Proposed Action.

Table 1.4-5

**Reuse-Related Employment and Population
Griffiss Research Park Alternative**

	Year			
	1996	2001	2006	2016
Direct Employment				
Construction/Demolition	188	200	85	0
Operations	750	2,845	4,490	8,232
Total:	938	3,045	4,575	8,232
Secondary Employment	484	1,450	2,082	3,579
Population Change	225	1,673	3,037	9,026

1.4.2.13 Utilities

By 2016, the projected reuse of Griffiss AFB with the Griffiss Research Park Alternative would generate the following onsite changes in utility demands compared to pre-realignment (1993) conditions:

- **Water** - 0.30 MGD or a decrease of approximately 63.4 percent from 1993 levels;
- **Wastewater** - 0.17 MGD or a decrease of approximately 70.2 percent from 1993 levels;
- **Solid Waste** - 9.38 tons per day or an increase of 30.5 percent from the 1993 levels;
- **Electricity** - 151.71 MWh per day or a decrease of 34.0 percent from the 1993 levels; and
- **Natural Gas** - 3.77 thousand therms per day or an increase of approximately 17.2 percent from the 1993 levels.

In the ROI, by 2016, the Griffiss Research Park Alternative and associated population increases would generate the following changes in utility demands compared to pre-realignment (1993) conditions:

- **Water** - 9.98 MGD or a decrease of approximately 3.1 percent from 1993 levels;
- **Wastewater** - 10.63 MGD or a decrease of approximately 0.7 percent from 1993 levels;
- **Solid Waste** - 42.26 tons per day or a decrease of 9.5 percent from 1993 levels;
- **Electricity** - 2168.88 MWh per day or a decrease of 4.5 percent from 1993 levels; and

- **Natural Gas** - 64.23 thousand therms per day or a decrease of approximately 0.3 percent from 1993 levels.

No major utility system improvements have been identified for this alternative.

1.4.3 Mohawk Valley Business Center Alternative

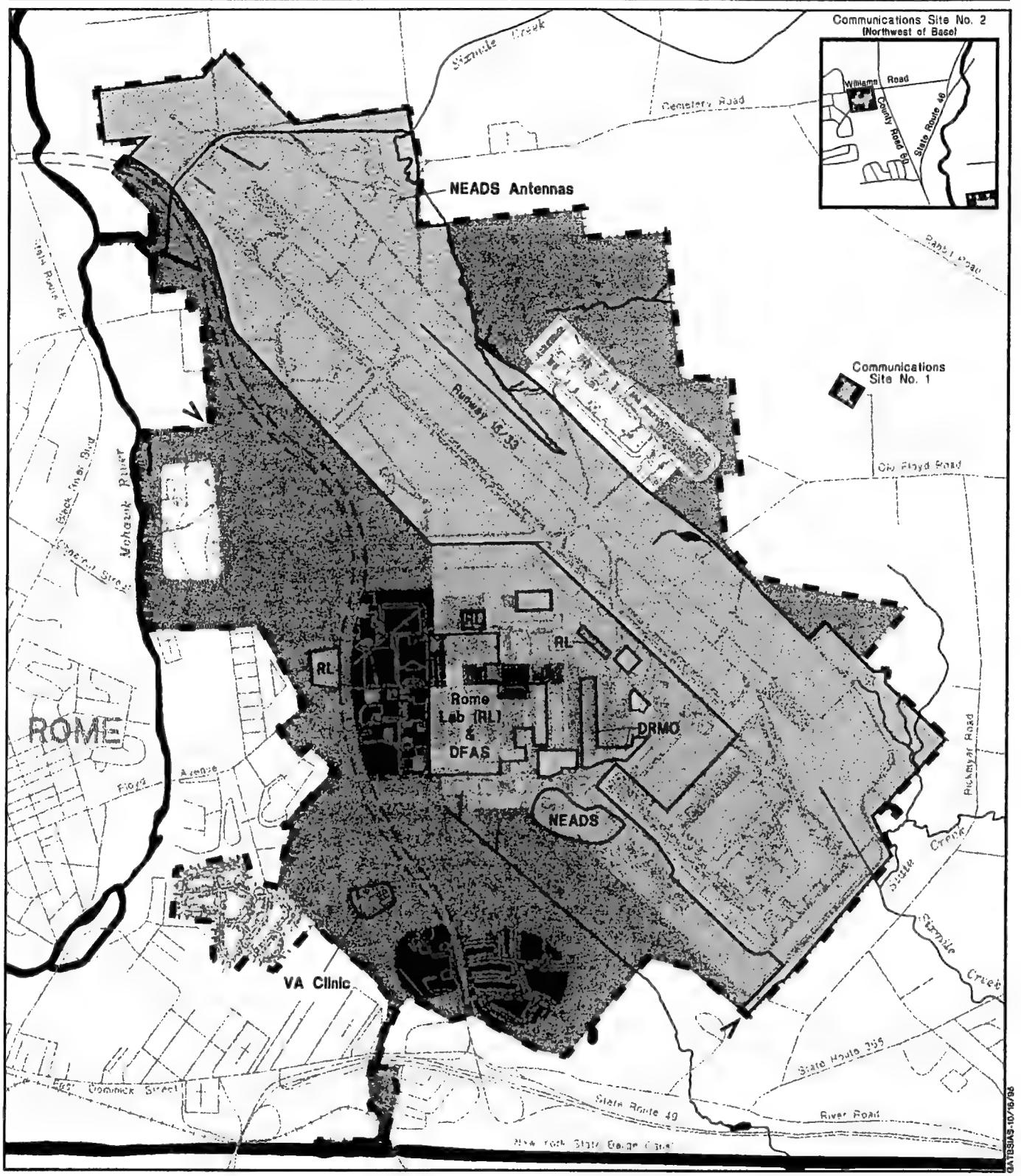
As with the Proposed Action, the airfield and the Rome Lab, NEADS, and DFAS areas would be retained exclusively for government use. The Mohawk Valley Business Center Alternative would be focused on development of a business and commercial district adjacent to the Rome Lab Complex. This concept would be enhanced by construction of a new 18-hole golf course, a regional parkway, an aviation museum, and a new housing area. The alternative would emphasize high-quality commercial office space combined with R&D and ancillary retail support. The parkway continues the City of Rome bypass concept and would be part of a north-south public/recreational open space area. In addition, the parkway would connect the Mohawk River and New York State Barge Canal corridors.

Total acreage for each land use proposed for this alternative is summarized in Table 1.4-6 and shown on Figure 1.4-4. Of the base's total 3,552 acres, 1,424 acres would be retained by the government for the airfield; 104 acres for the Rome Lab, DRMO, and DFAS facilities; 40 acres for the NEADS facilities; and 8 acres for the VA clinic. This alternative has 1,206 acres designated for public/recreational land use. This alternative would include two housing areas and an aviation museum.

Table 1.4-6

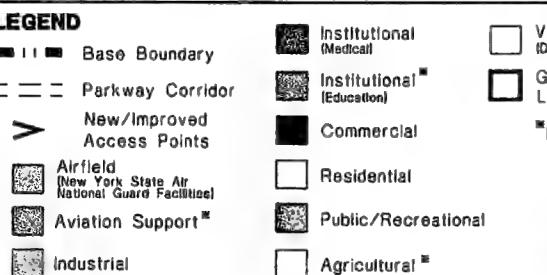
**Land Use Acreage
Mohawk Valley Business Center Alternative**

Land Use	Acreage	
	Government-Retained	Project Reuse
Airfield	1,424	0
Aviation Support		0
Industrial	144	346
Institutional	8	0
Commercial		201
Residential		116
Public/Recreational		1,206
Agricultural		0
Vacant Land (Development Reserve)		107
Totals:	1,576	1,976
Grand Total (Government-Retained and Project Reuse):		3,552



Mohawk Valley Business Center Alternative

Figure 1.4-4



Vacant Land
(Development Reserve)

Government Retained
Land

*Not Applicable

Existing buildings and facilities at Griffiss AFB were evaluated in terms of potential demolition, retention for future use, and for construction sites of new facilities. With this alternative, approximately 2.6 million square feet of existing buildings would be demolished and about 1.0 million square feet would be retained for reuse. In addition, approximately 6.7 million square feet of new floor space would be constructed by 2016. It was assumed that all demolition and 50 percent of new construction would occur in the first 5-year period; 25 percent of construction in the second 5-year period; and the remaining 25 percent in the last 10 years.

1.4.3.1 Airfield

For this alternative, as described for the Proposed Action, a minimum essential airfield would be maintained and operated by the New York Air National Guard to support deployment of Army troops from Fort Drum. Airfield and associated support functions for this alternative would require approximately 1,424 acres of the base property, all of which would be government-retained land. Troop deployments would involve an estimated 480 annual aircraft operations (i.e., arrivals or departures) involving C-5, C-141, L-1011, and B-747 aircraft. The aircraft would not be based at Griffiss AFB, but would be flown in to pick up or drop off troops, as well as supplies and equipment, on an as-needed basis.

1.4.3.2 Aviation Support

There would be no aviation support uses with this alternative.

1.4.3.3 Industrial

The industrial district, consisting of 346 acres, could be used by a few large tract tenants or by multiple tenants using 10- to 50-acre parcels. The Rome Lab Complex would be used to attract new businesses to the area. Future development opportunities include high tech industrial as well as general office use. The site contains two large hangars that are adjacent to the flightline that could also be accessed through extension of the existing railroad track on the base. About one-half of one building would be retained for the New York Air National Guard and one-fourth of the other building would be retained for use by Rome Lab. Potential tenants for this area could include a variety of heavy or light manufacturing uses, particularly those requiring large sites and/or direct rail access. The SAC Hill area could be used for back office land uses, such as credit card bill processing, telemarketing, or coupon sorting/processing operations, which do not necessarily require elaborate facilities. Industrial land uses would also include the NEADS antennas in the northern portion of the airfield on government-retained land.

1.4.3.4 Institutional

The only institutional uses with this alternative would be the 8-acre government-retained area for the VA clinic.

1.4.3.5 Commercial

Two large areas for commercial/office development have been identified; one along the east side of the proposed parkway adjacent to the Rome Lab Complex, the second near the Skyline Gate area. In the area near Rome Lab Complex, office and R&D uses are planned adjacent to the parkway, with mixed use office/commercial (e.g., limited retail, administrative office, and service establishments) extending into the industrial district. These facilities would provide support to businesses and employees on the base property. The southern Skyline Gate area could be used for development of a corporate office complex or other high quality commercial office space.

1.4.3.6 Residential

Two residential districts are planned with this alternative. The Woodhaven housing area would be retained as one area, although some existing units would be demolished and a limited number of units would be relocated from the Skyline housing area. A new 44-acre residential area would be developed north of Mohawk Drive in the existing golf course area, east of the Mohawk River.

1.4.3.7 Public/Recreational

This alternative includes 1,206 acres of public recreational/open space uses similar to the Griffiss Research Park Alternative. This alternative would include construction of a landscaped parkway, an aviation museum northwest of the commercial complex, and a new 18-hole golf course south of the Rome Lab Complex and north of the planned commercial/office area east of the Skyline Gate. With moderate reforestation efforts, this alternative would provide an open space corridor between the Mohawk River and the New York State Barge Canal corridors.

1.4.3.8 Agricultural

There would be no agricultural land uses with this alternative.

1.4.3.9 Vacant Land (Development Reserve)

A total of 107 acres are reserved as vacant land with this alternative. The vacant land (the existing WSA), represents an opportunity site for undefined future development that would be market-determined. Although not specifically planned, this area could support, manufacturing, light industrial, warehousing, and storage uses. No development on this land was analyzed in this SIAS.

1.4.3.10 Government-Retained Land

There are three government-retained districts: one includes 1,424 acres of airfield and 40 acres of NEADS facilities; the second is a composite of areas totaling 104 acres that include Rome Lab, DRMO, and DFAS facilities; and the third consists of 8 acres for the VA clinic. Approximately 40 percent of Griffiss AFB would be retained with this alternative.

1.4.3.11 Employment and Population

In addition to the retained government employment as described in Section 1.4.1.11 approximately 13,100 direct jobs and 5,140 secondary jobs would be generated by 2016 with the Mohawk Valley Business Park Alternative. The direct jobs that would be generated in the ROI include 650 additional and 100 new jobs that would be associated with the DFAS Center and VA facility, respectively, on government-retained land. A peak of approximately 360 direct, short-term, construction-related jobs would be generated in 2001. Estimated employment following realignment, and in 2001, 2006, and 2016 with reuse, is presented in Table 1.4-7. The forecasted employment related to base reuse is expected to result in the inmigration of approximately 19,110 persons into the region by 2016.

Table 1.4-7

**Reuse-Related Employment and Population
Mohawk Valley Business Center Alternative**

	Year			
	1996	2001	2006	2016
Direct Employment				
Construction/Demolition	320	356	181	0
Operations	994	4,208	6,925	13,098
Total:	1,314	4,564	7,106	13,098
Secondary Employment	629	1,829	2,963	5,136
Population Change	299	997	6,529	19,109

1.4.3.12 Transportation

Based on land use and employment projections, average daily traffic would increase from 5,250 vehicle trips in 1996 to 29,750 vehicle trips by 2016. The circulation/transportation improvements for this alternative would be the same as described for the Proposed Action. This alternative would include construction of a parkway to form an eastern bypass and connect the base property to the City of Rome commercial areas and key highways serving the area. The parkway would enhance circulation and improve access to the central portion of the base.

1.4.3.13 Utilities

By 2016, the projected reuse of Griffiss AFB with the Mohawk Valley Business Center Alternative would generate the following onsite changes in utility demands compared to pre-realignment (1993) conditions:

- Water - 0.40 MGD or a decrease of approximately 51.2 percent from the 1993 levels;

- **Wastewater** - 0.23 MGD or a decrease of approximately 59.6 percent from the 1993 levels;
- **Solid Waste** - 14.73 tons per day or an increase 104.5 percent from the 1993 levels;
- **Electricity** - 242.12 MWh per day or an increase of 5.3 percent from the 1993 levels; and
- **Natural Gas** - 5.83 thousand therms per day or an increase of about 82.2 percent from the 1993 levels.

In the ROI, by 2016, the Mohawk Valley Business Center Alternative and associated population increases would generate the following changes in utility demands compared to pre-realignment (1993) conditions:

- **Water** - 10.38 MGD or a decrease of approximately 0.8 percent from the 1993 levels;
- **Wastewater** - 11.06 MGD or an increase of approximately 3.4 percent from the 1993 levels;
- **Solid Waste** - 43.95 tons per day or a decrease of 5.9 percent from the 1993 levels;
- **Electricity** - 2255.7 MWh per day or a decrease of 0.7 percent from the 1993 levels; and
- **Natural Gas** - 66.80 thousand therms per day or an increase of about 3.6 percent from the 1993 levels.

No major utility system improvements have been identified for this alternative.

1.4.4 Regional Aviation Complex Alternative

The Regional Aviation Complex Alternative focuses on developing a regional destination magnet with intermodal transportation links and special attractions, built upon an upgraded and relocated county airport with joint military and civilian aviation operations. As with the Proposed Action, the Rome Lab and DFAS areas would be retained exclusively for government use. The plan includes the same parkway as the Proposed Action. This plan would also include a large industrial area east of the runway (the WSA) and also additional forested open space. The open space concept of the plan includes a riverfront park on the Mohawk River, a relatively narrow open space corridor for the parkway and enhanced reforestation along the northern three-fourths of the parkway length, and a broad open space buffer around the foot of Skyline Hill. The recreational facilities in the open space area east of the Woodhaven housing area would be retained.

The total acreage for each land use category proposed for the Regional Aviation Complex is summarized in Table 1.4-8 and shown on Figure 1.4-5. Of the base's total 3,552 acres, 1,410 acres would be retained by the government as airfield for joint civilian and military use; 104 acres for the Rome Lab, DRMO, and DFAS facilities; 40 acres for the NEADS facilities; and 8 acres for the VA clinic. While maintaining maximum reuse of all aviation/airfield facilities, this alternative would have the least amount of area available for new industrial development or open space. However, the amount of future development would be the second largest of all alternatives. The R&D and office uses would be similar to the other alternatives.

Table 1.4-8

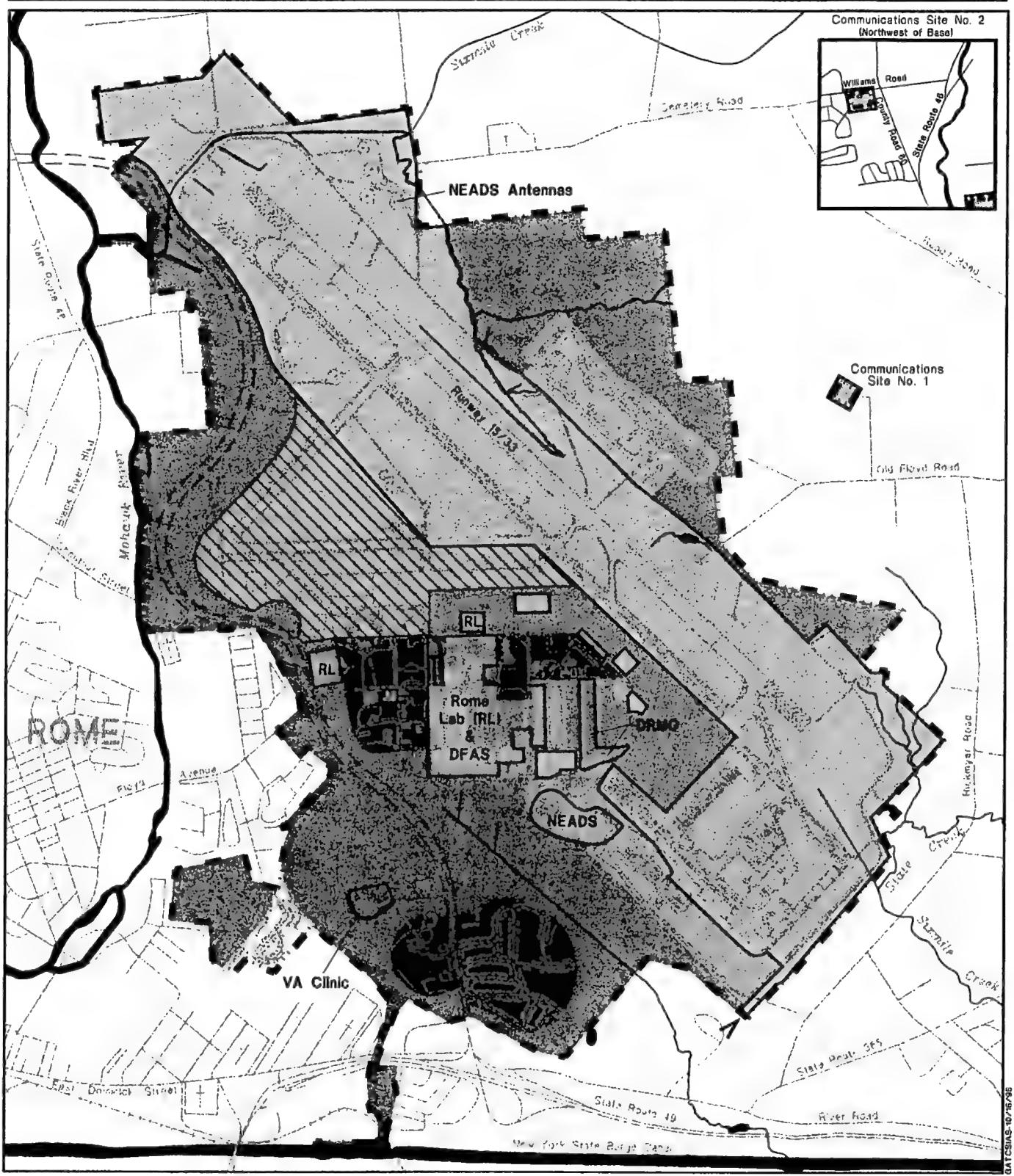
**Land Use Acreage
Regional Aviation Complex Alternative**

Land Use	Acreage	
	Government-Retained	Project Reuse
Airfield	1,410	283
Aviation Support		131
Industrial	144	241
Institutional	8	48
Commercial		229
Residential		25
Public/Recreational		1,033
Agricultural		0
Vacant Land (Development Reserve)		0
Totals:	1,562	1,990
Grand Total (Government-Retained and Project Reuse):		3,552

Existing buildings and facilities at Griffiss AFB were evaluated in terms of potential demolition, retention for future use, and for construction sites for new facilities. With this alternative, approximately 2.6 million square feet of existing buildings would be demolished and about 1.0 million square feet would be retained for reuse. Approximately 6.4 million square feet of new floor space would also be constructed by 2016. It was assumed that all facility demolition and 50 percent of new construction would occur in the first 5-year period; 25 percent of construction in the second 5-year period; and the remaining 25 percent in the last 10 years.

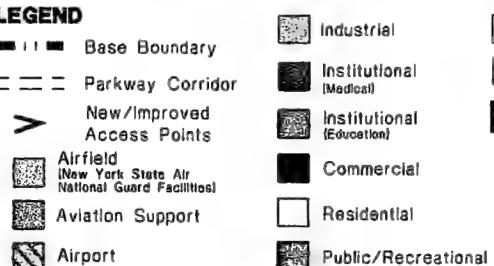
1.4.4.1 Airfield

For this alternative, as described for the Proposed Action, a minimum essential airfield would be maintained and operated by the New York Air National Guard to support deployment of Army troops from Fort Drum. Airfield and associated support functions for this alternative would require approximately 1,410 acres of the base property, all of which would be government-retained land. Troop deployments would involve an estimated 480 annual aircraft operations (i.e., arrivals or departures), involving C-5, C-141, L-1011, and B-747 aircraft. The aircraft would not be based at Griffiss AFB, but would be flown in to pick



Regional Aviation Complex Alternative

Figure 1.4-5



Griffiss AFB Disposal and Reuse SIAS

1-31

up or drop off troops, as well as supplies and equipment, on an as-needed basis.

In addition, with this alternative, the airfield facilities would be used for development of a joint use civil/military airport. The Oneida County Airport would be relocated to Griffiss AFB and was assumed to be operational by 2006. A passenger terminal would be constructed northwest of the Rome Lab Complex. The projected flight operations for the relocated Oneida County Airport are presented in Table 1.4-9. This forecast assumes a baseline forecast in terms of airport operations with slight growth of 0.5 percent annually through 2016. Based on these assumptions, total airport operations at Griffiss AFB would be approximately 71,300 in 2006, increasing to 75,000 by 2016.

Table 1.4-9

**Projected Flight Operations
Regional Aviation Complex Alternative**

Year	Operations	Function	Fleet Mix¹	Annual Operations^{2,3}
2006 ⁴	Air passenger	Air carrier	Jet aircraft	2,139
		Commuter	Twin engine aircraft	14,972
	General aviation	Business/ private	Single engine aircraft	<u>54,183</u>
			Total:	71,294
2016	Air passenger	Air carrier	Jet aircraft	2,249
		Commuter	Twin engine aircraft	15,737
	General aviation	Business/ private	Single engine aircraft	<u>56,953</u>
			Total:	74,939

Notes: ¹Fleet mix based on C&S Engineers, Inc. estimates (1994), indicating a fleet mix of 3 percent jet aircraft, 21 percent twin engine aircraft, and 67 percent single engine aircraft.

²Growth rate for airport operations through the year 2016 based on 0.5 percent average annual growth rate provided as the baseline conservative forecast in the *Commercial Air Service Potential at Griffiss AFB* (SH&E 1994).

³Regional Aviation Complex forecast does not include the 480 annual transient aircraft operations (assuming 120 operations per year for each of four aircraft types: B-747, L-1011, C-5, and C-141).

⁴Assumes total regional aviation operations at Griffiss AFB in 2006 would be the same as the projected 2006 Oneida County Airport operations. Prior to 2006, it was assumed that no civilian aircraft operations would occur at the Griffiss AFB airfield.

1.4.4.2 Aviation Support

The 131 acres designated as an aviation support area north of the Rome Lab Complex could either be developed as part of the industrial district or as a direct aviation support district for the regional airport. The site contains two large hangars adjacent to the flightline that could also be accessed through extension of the existing railroad track on the base. About one-half of one building would be retained for the New York Air National Guard and one-fourth of the other building would be retained for the use of Rome Lab. For purposes of this SIAS, the area has been designated as an aviation support land use area, for secondary cargo or aviation maintenance users.

1.4.4.3 Industrial

Uses for the combined industrial and warehouse area with this alternative would complement regional aviation development. The Rome Lab Complex would continue to be the primary land use within this zone and would provide opportunities for high tech industrial and general office uses. Industrial and warehouse uses could include those that need direct rail access. The SAC Hill and WSA areas could be reused for light industrial and warehouse uses, although the WSA facilities could also be reused for heavy industrial uses. Industrial uses would also include the NEADS antennas in the northern portion of the airfield on government-retained land.

1.4.4.4 Institutional

Institutional (education/training) uses are planned for a 48-acre site that would be created by demolition of the western two-thirds of the Woodhaven housing area. Potential development opportunities would include a job training facility or other similar facilities that would benefit from proximity to Rome Lab. The only institutional (medical) use would be the reuse of the base hospital (8 acres) for the VA clinic.

1.4.4.5 Commercial

Two commercial zones have been designated with this alternative. The first consists of 114 acres of potential mixed-use commercial office/retail development between the aviation support and industrial areas. The planned use would be airpark-type offices. Although similar to other alternatives in orientation and location between the Rome Lab Complex and the parkway, this commercial area would be set back from the parkway and separated by green space, creating an entrance to the commercial area and the Rome Lab Complex. The second consists of 115 acres of potential regional recreational/entertainment (stadium, convention/conference, hotel/resort) facility uses in the Skyline Gate area.

1.4.4.6 Residential

A small 25-acre residential development is planned for this alternative. This would be a reuse of the easternmost portion of the Woodhaven housing area.

1.4.4.7 Public/Recreational

This alternative includes the smallest (1,033 acres) open space/green corridor designated for public/recreational use. The parkway green corridor would follow the western base boundary except in the southernmost portion of the base. Reforestation is planned along this corridor and in the large open area surrounding the commercial sites near the Skyline Gate to provide a buffer zone between the proposed airfield and industrial uses and the Rome urban area.

1.4.4.8 Agricultural

There would be no agricultural land uses with this alternative.

1.4.4.9 Vacant Land (Development Reserve)

There would be no vacant or future development land with this alternative.

1.4.4.10 Government-Retained Land

There are three government-retained districts: one includes 1,420 acres of airfield and 40 acres of NEADS facilities; the second is a composite of areas totaling 104 acres that include Rome Lab, DRMO, and DFAS facilities; and the third consists of 8 acres for the VA clinic. Approximately 40 percent of Griffiss AFB would be retained with this alternative.

1.4.4.11 Employment and Population

In addition to the retained government employment as described in Section 1.4.1.11 approximately 12,920 direct jobs and 5,440 secondary jobs would be generated by 2016 with the Regional Aviation Complex Alternative. The direct jobs that would be generated in the ROI include 650 additional and 100 new jobs that would be associated with the DFAS Center and VA facility, respectively, on government-retained land. A peak of 345 direct, short-term, construction-related jobs would be generated in 2001. Estimated employment following realignment, and in 2001, 2006, and 2016 with reuse, is presented in Table 1.4-10. The forecasted employment related to base reuse is expected to result in the immigration of approximately 18,700 persons into the region by 2016.

Table 1.4-10

**Reuse-Related Employment and Population
Regional Aviation Complex Alternative**

	Year			
	1996	2001	2006	2016
Direct Employment				
Construction/Demolition	312	345	173	0
Operations	985	4,158	6,836	12,921
Total	1,297	4,503	7,004	12,921
Secondary Employment	686	2,105	3,102	5,431
Population Change	424	2,365	6,290	18,680

1.4.4.12 Transportation

Based on land use and employment projections, average daily traffic would increase from approximately 5,750 vehicle trips in 1996 to over 36,450 vehicle

trips by 2016. As with the Proposed Action, this alternative would include the construction of a parkway to provide an eastern bypass and connects the Griffiss AFB property to City of Rome commercial areas and key highways serving the area. Circulation would also be enhanced with east-west connections to the City of Rome via Floyd Road and Mohawk Drive.

1.4.4.13 Utilities

By 2016, the projected reuse of Griffiss AFB with the Regional Aviation Complex would generate the following onsite changes in utility demands compared to pre-alignment (1993) conditions:

- **Water** - 0.43 MGD or a decrease of approximately 47.5 percent from the 1993 levels;
- **Wastewater** - 0.26 MGD or a decrease of approximately 54.4 percent from the 1993 levels;
- **Solid Waste** - 14.04 tons per day or an increase of 95.3 percent from the 1993 levels;
- **Electricity** - 232.17 MWh per day or an increase of 1.0 percent from the 1993 levels; and
- **Natural Gas** - 5.57 thousand therms per day or an increase of about 74.1 percent from the 1993 levels.

In the ROI, by 2016, the Regional Aviation Complex and associated population increases would generate the following changes in utility demands compared to pre-realignment (1993) conditions:

- **Water** - 10.37 MGD or an increase of approximately 0.7 percent from the 1993 levels;
- **Wastewater** - 11.04 MGD or an increase of approximately 3.2 percent from the 1993 levels;
- **Solid Waste** - 43.88 tons per day or a decrease of 6.0 percent from the 1993 levels;
- **Electricity** - 2,252 MWh per day or a decrease of 0.8 percent from the 1993 levels; and
- **Natural Gas** - 66.69 thousand therms per day or an increase of about 3.5 percent from the 1993 levels.

No major utility improvements have been identified for the Regional Aviation Complex Alternative.

1.4.5 No-Action Alternative

The No-Action Alternative would result in the U.S. Government retaining ownership of the property after realignment. No portions of the property would be declared excess and available for disposal. The organizations authorized to remain at the base following realignment on September 30, 1995, and the new government uses described in Section 1.4, would continue to operate in their retained facilities. In addition, the base heating plant would be converted from coal to natural gas. The remainder of the base would be preserved; that is, placed in a condition intended to limit deterioration and ensure public safety. Caretaker activities would consist of base resource protection, grounds maintenance, existing utilities operations as necessary for the continuing activities, and building care. No additional military activities/missions are anticipated.

The future land uses and levels of maintenance would be as follows:

- Maintain structures to limit deterioration;
- Isolate or deactivate unused utility distribution lines on the base;
- Provide limited maintenance of roads to unused portions of the base to ensure access;
- Provide limited grounds maintenance to unused portions of the base and open spaces to eliminate fire, health, and safety hazards; and
- Maintain the golf course in such a manner as to facilitate economical resumption of use.

1.4.6 Interim Uses

Predisposal interim uses of the base facilities and property will be conducted under lease agreements with the U.S. Government. The terms and conditions of such leases will be arranged to ensure that predisposal interim uses do not prejudice realignment, future disposal, and conceptual reuse plans of the base. The continuation of interim uses beyond disposal would be arranged through agreements with the new property owner(s).

A baseline representing conditions at the time of realignment and disposal was used for the environmental analysis. The interim uses that could occur prior to property disposal are not considered within this baseline. Certain post-disposal interim-use scenarios have been incorporated into the reuse alternatives. Where appropriate, impacts of these operations are reflected in the environmental analysis of pertinent resource areas.

2.0 COMMUNITY SETTING AND REGION OF INFLUENCE

This chapter presents a description of the community setting for Griffiss Air Force Base (AFB), New York. In addition, the Region of Influence (ROI) is identified for various issues, including economic activity, population, housing, public services, public finance, transportation, and utilities.

2.1 COMMUNITY SETTING

Griffiss AFB is located in Oneida County, immediately east of the City of Rome and approximately 11 miles northwest of downtown Utica (Figure 2.1-1). Rome is located in upstate New York, approximately 35 miles east of Syracuse and 90 miles northwest of Albany. The City of Rome occupies 72.5 square miles and consists of an inside district encompassing 11.25 square miles, and an outside district encompassing 61.25 square miles. The towns of Lee, Western, and Floyd are located north and east of the base (Figure 2.1-2). Areas immediately west of the base, within the inside district of the City of Rome, are urbanized, while land uses in the Rome outside district, are primarily rural, with farming and open space as the dominant uses. The New York State Barge Canal and New York State Highway 365 (SH-365) are located immediately south of both the City of Rome and Griffiss AFB (Figure 2.1-3).

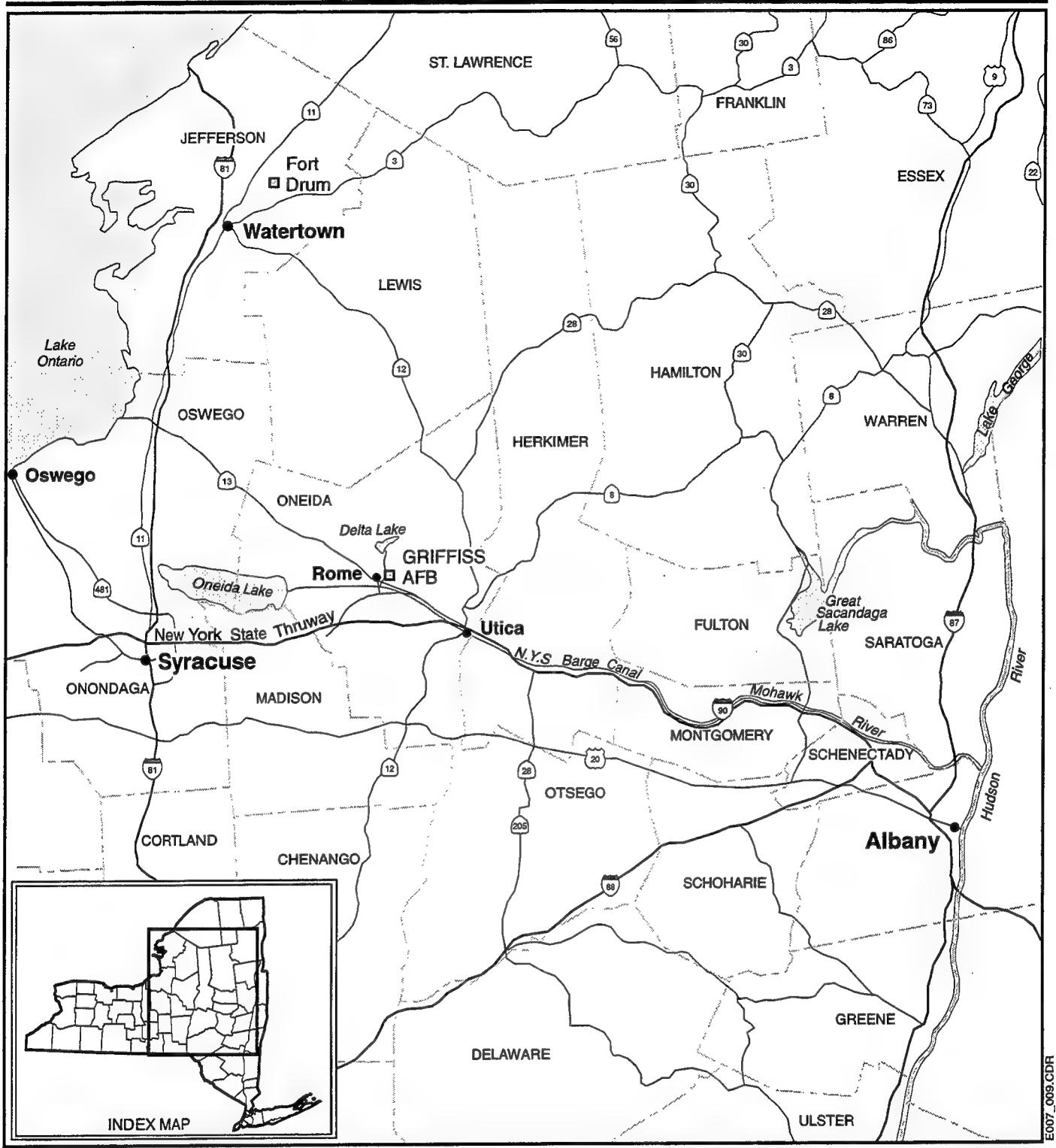
Griffiss AFB was activated as the Rome Air Depot in February 1942. The base was named after Colonel Townsend E. Griffiss, who was the first American aviator and New York State resident to be killed in Europe during World War II. It became Griffiss AFB in December 1948 after the creation of the U.S. Air Force.

2.2 REGION OF INFLUENCE

The ROI is defined as the area in which the principal direct and secondary socioeconomic effects of realignment and reuse actions at Griffiss AFB are likely to occur and are expected to be of most consequence for local jurisdictions. It is important to note that the ROI for each resource area addressed in this section may vary from one resource to another.

Two factors were important in determining the ROI used in this analysis. The first was the distribution of residences for current military and civilian personnel employed at Griffiss AFB. This residential distribution is an aid in determining where the greatest effects of realignment would occur. Data for determining this residential distribution were obtained by zip code for all personnel employed at the base for whom data were available.

The second factor used in determining the extent of socioeconomic effects was the degree of linkage among the economies of various communities in the region. This linkage, based on trade among sectors within the region, determines the nature and magnitude of multiplier effects of actions at the base. While both the residential locations of Griffiss AFB personnel and the



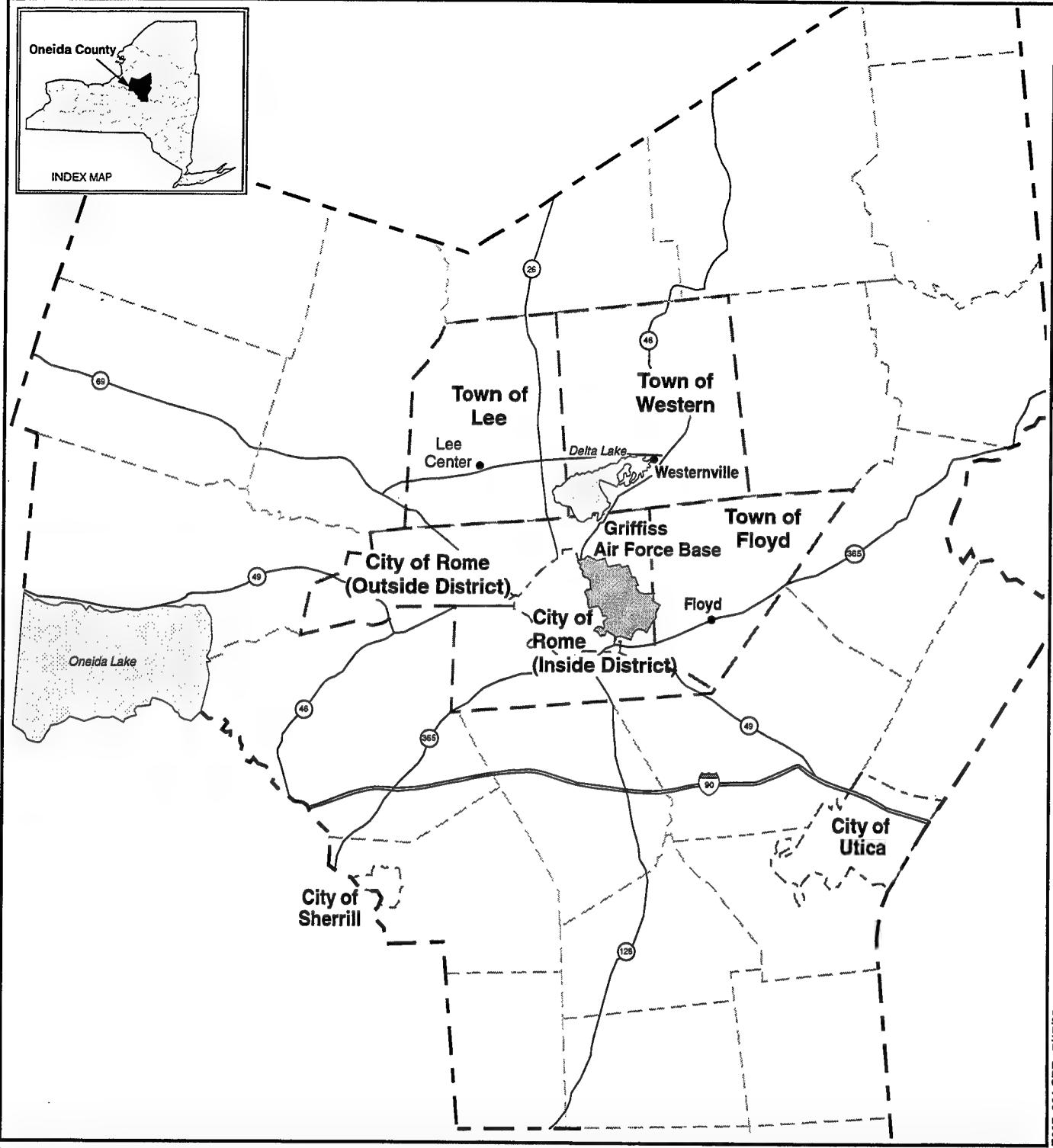
LEGEND

- Interstate Highway
- U.S. Highway
- State Highway
- County Boundary



Regional Map of Central Eastern New York

Figure 2.1-1



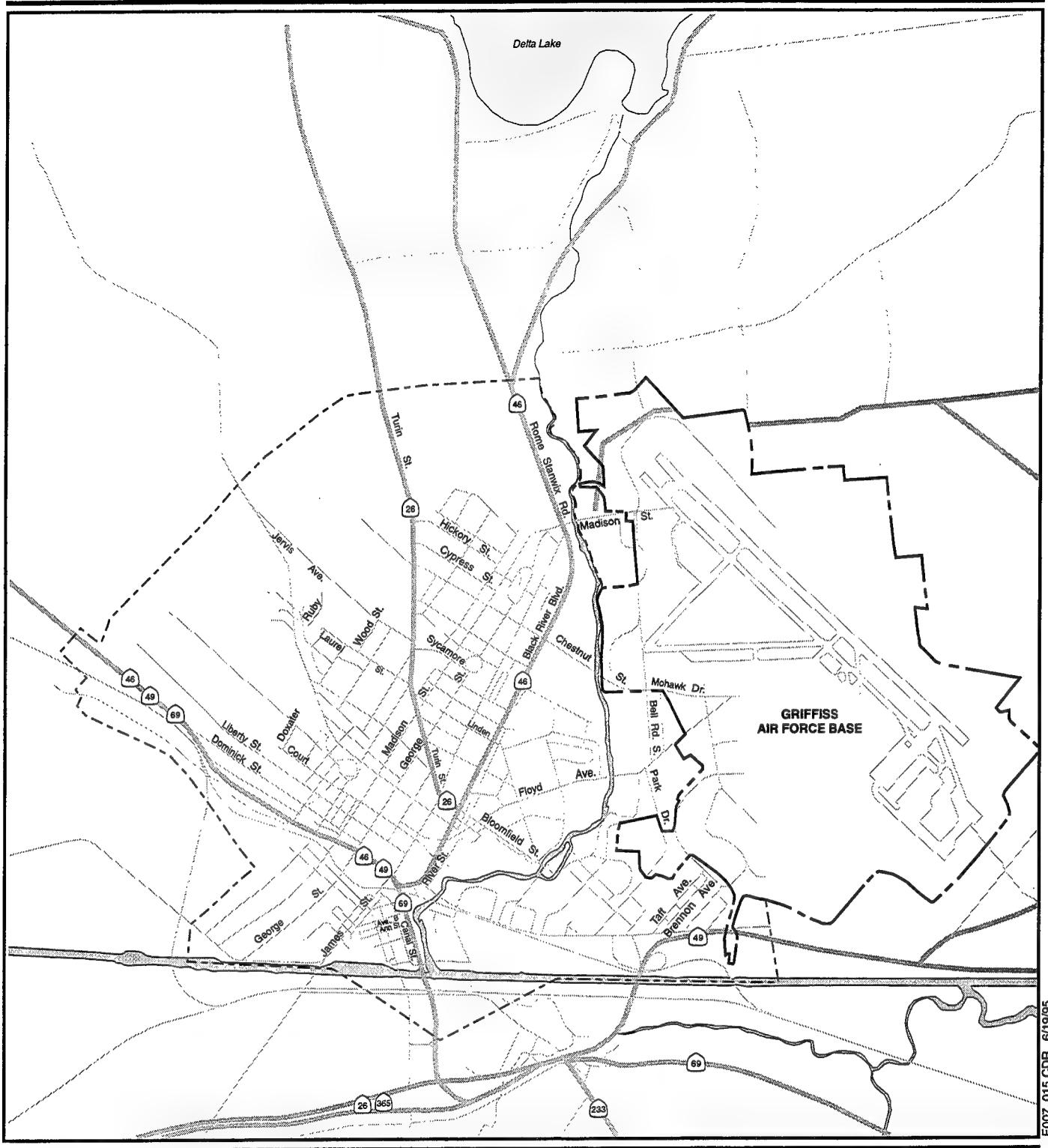
LEGEND

- - - City Borders
- - - Town Borders
- - - Oneida County
- State Highway
- Interstate Highway



Local Government Jurisdictions in the Griffiss AFB Region

Figure 2.1-2



LEGEND

- City of Rome (Inside District) Boundary
- Griffiss AFB Boundary
- (46) State Highway

**City of Rome
(Inside District) and
Griffiss AFB**



Figure 2.1-3

nature of economic interactions in the region were used to identify the ROI for this analysis, other specific socioeconomic factors were also used in further influencing the selection of other ROIs discussed in this document. Socioeconomic factors included the availability of government and private services (e.g., public education, police and fire protection, and health care).

Regional purchases associated with Griffiss AFB, including both base spending for goods and services and base personnel and payrolls, are reported annually in the base's Economic Resource Impact Statement (ERIS). ERIS documents covering the past 5 Federal fiscal years (FYs) (1989 through 1993) were used in this analysis. The regional expenditures cited in the ERISs are generally reported for an area within a 50-mile radius of the base, which includes the counties of Oneida, Herkimer, Madison, Lewis, Jefferson, Onondaga, and Oswego. While this 50-mile radius captures the socioeconomic effects of the base, and serves as a departure point for defining the ROI, the area was considered too large for pinpointing where socioeconomic effects would be most concentrated. The ROIs used in this analysis are defined below.

2.2.1 Economic Activity

Most demands associated with regional economic effects of base closure are anticipated to be concentrated within Oneida County. Potential indirect effects that may occur outside this ROI are expected to be dispersed over a large area and were excluded from further analysis.

Total employment in Oneida County during 1990 was 132,357. The larger employment sectors were services (24.9%), government (19.4%), and retail trade (16.9%). Military employment in Oneida County totaled 5,036 or 3.8 percent of total employment. Military jobs in the State of New York totaled 88,161 or 0.9 percent of total employment. In comparison, military jobs in the United States totaled 2,668,000 or 1.9 percent of all employment (U.S. Bureau of Economic Analysis 1992).

2.2.2 Population

The ROI for potential population effects resulting from the realignment and potential reuse of Griffiss AFB is defined as Oneida County and the City of Rome. Population effects for the remaining communities in Oneida County are expected to be too small to warrant further analysis. Of the 9,830 military and civilian personnel employed at Griffiss AFB at the end of FY 1991, over 90 percent lived in Oneida County. Of the military and civilian personnel living off the base, approximately 59.8 percent lived in the City of Rome.

The population of Oneida County in 1990 was 250,836. Between 1980 and 1990, the population decreased from 253,466 to 250,836, a decrease of 2,630 or 1.0 percent. Between 1970 and 1980, the population in Oneida County decreased from 273,070 to 253,466, a decrease of 19,604 or 7.2 percent.

The population in the City of Rome in 1990 was 44,350, or 17.7 percent of the total population in Oneida County. Rome's population has increased over previous decades. Between 1980 and 1990, the population increased by 524 from 43,826 to 44,350, or an increase of 1.2 percent. Between 1970 and 1980, the population decreased 12.6 percent from 50,148 to 43,826.

The communities of Floyd, Western, and Lee account for less than 1 percent of the total population in Oneida County. Population in these communities in 1990 was 13,043 (U.S. Bureau of the Census 1982c, 1991c).

2.2.3 Housing

The ROI for potential housing effects resulting from the realignment and reuse of Griffiss AFB was defined as Oneida County and the City of Rome. Because housing effects are expected to follow the distribution of population effects as discussed above, the ROI for housing issues and population issues is the same.

Between 1980 and 1990, the total housing stock in Oneida County increased by 5,417, from 95,834 to 101,251 units, an average annual increase of 0.6 percent over the 10-year period. Of this total, approximately 55 percent were single-family units, 37 percent were multifamily units, and 8 percent were mobile homes and trailers (U.S. Bureau of the Census 1990).

Between 1980 and 1990, housing units in the City of Rome increased by 855, from 15,806 to 16,661, an average annual increase of 0.5 percent over the 10-year period. Of the total 16,661 housing units in 1990, 50 percent were single-family units, 44 percent were multifamily units, and 6 percent were mobile homes and trailers.

The total housing stock in the communities of Lee, Western, and Floyd is 4,713 units. These communities contain less than 1 percent of the total housing units in Oneida County.

2.2.4 Public Services

The ROI for the public services analyses (i.e., general government, police and fire protection, public education, and health care) includes the principal jurisdictions that have the closest linkages to Griffiss AFB, those providing services directly to Griffiss AFB military and civilian personnel or their dependents, those having public service and facility arrangements with the base, and those likely to be most affected by potential reuse of the base.

Governmental Structure. Potential affected jurisdictions include Oneida County and the City of Rome. Oneida County provides certain specialized governmental services such as law enforcement, judicial panels, correctional programs, fire protection, public health, parks and recreation, and road maintenance.

Municipal services are provided by the City of Rome for the inside district, including planning and zoning, building and health code enforcement, police and fire protection, parks and recreation, library, and constructed utility systems, such as water and sewer.

Public Education. Oneida County has 16 school districts located entirely within the county that provide elementary and secondary education. The Rome City School District provides educational services for the majority of students associated with Griffiss AFB personnel.

Police Protection. The ROI for the police protection services analysis include Oneida County Sheriffs' Department and the City of Rome Police Department. In unincorporated county areas, the Oneida County Sheriff's Department is responsible for law enforcement, correction, and some court services, such as transportation of inmates. The City of Rome Police Department maintains a staff to protect the City of Rome inside district.

Fire Protection. The fire protection ROI includes the Oneida County Fire Department and the City of Rome Fire Department. The Oneida County Fire Department provides fire protection services to all unincorporated areas in Oneida County. Under the direction of the county, the unincorporated areas around Griffiss AFB and the City of Rome are served by three volunteer fire departments: the Town of Floyd Volunteer Fire Department, the Town of Western Volunteer Fire Department, and the Town of Lee Volunteer Fire Department. The City of Rome Fire Department provides fire protection services for the inside and outside districts of the City of Rome.

Health Care. Health facilities providing services directly to Griffiss AFB military and civilian personnel or their dependents and to the area's military retirees make up the ROI for health care. The analysis focuses on 14 health facilities.

2.2.5 Public Finance

The ROI for public finance consists of the local governmental units likely to be affected by base realignment and reuse. These jurisdictions include Oneida County, the City of Rome, and the Rome City School District.

Both Oneida County and the City of Rome contribute to the provision of basic public services to area residents. Public education services are provided by the Rome City School District. Local property and nonproperty (e.g., sales and use) taxes, charges for services, and funds from Federal and State sources are generally the principal sources of revenue for these jurisdictions. The school district also depends on state education aid sources.

2.2.6 Transportation

The ROI for the transportation analysis includes the portions of Oneida County surrounding Griffiss AFB and the City of Rome. Within this geographic area, the analysis examines the principal existing road, air, and rail transportation

networks, including the segments of the transportation networks in the region that serve as direct or indirect linkages to the base, and those that would be affected during reuse, including those commonly used by military and civilian personnel at Griffiss AFB.

The region surrounding Griffiss AFB is served by a network of interstate, U.S., and state highways, and city and county roads. Major roads in the ROI providing access to the immediate area and the region surrounding Rome include State Routes 26, 46, 49, 69, 233, and 365, as well as the New York State 90 Thruway (Figure 2.1-1 and Chapter 3.0, Figure 3.7-1), which is within several miles of Griffiss AFB and the City of Rome.

Freight rail service is provided by Conrail, and passenger rail service currently available in Rome is provided by Amtrak. The Oneida County Airport is located approximately 5 miles south of the base in Whitestown.

2.2.7 Utilities

The ROI for the utilities analysis (including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and energy supply and distribution) generally consists of the service areas of the local purveyors that serve Griffiss AFB and the surrounding affected communities.

The City of Rome Water Department provides water to the City of Rome and Griffiss AFB. Wastewater treatment in the ROI and on the base is also provided by the City of Rome Utility Department. Solid waste generated in the Griffiss AFB region is collected by the City of Rome and several private companies; all solid waste is disposed of in landfills located in Oneida County. Electricity and natural gas in the ROI is provided by the Niagara-Mohawk Power Corporation. In addition, base heating is provided by the base steam plant. The plant is presently coal-fired, but is proposed to be converted to natural gas by 1996 as part of the realignment transfer.

3.0 EXISTING SOCIOECONOMIC CONDITIONS

3.1 INTRODUCTION

This chapter presents recent socioeconomic trends in the region surrounding Griffiss Air Force Base (AFB), and outlines the effects of base realignment (realignment conditions) for comparison to projected conditions under each alternative reuse scenario. Base-related effects of the realignment of Griffiss AFB are of particular importance in this analysis. Base-related effects are defined as the reduction in base-related employment, population, housing, public services, and public finance variables due to base realignment.

For example, reduced base-related population in the Region of Influence (ROI) due to base realignment refers to the number of persons who will migrate from the ROI because of the loss of both direct onsite jobs and secondary offsite jobs. However, in context with other nonbase-related growth, this outmigration may simply result in a reduced rate of growth in the overall population within the ROI. This distinction is discussed, as appropriate, in each of the resource-specific sections.

As described in Chapter 1.0, for this analysis it was assumed that a 145-person workforce, including approximately 45 workers at the heating plant, would provide caretaker services after base realignment. With the No-Action Alternative, it was assumed that the base land would be placed in a condition intended to limit deterioration and ensure public safety. Realignment conditions of this scenario are summarized in Table 3.1-1.

3.2 ECONOMIC ACTIVITY

Recent Trends

Total employment in Oneida County increased from 114,538 in 1970 to 115,851 in 1980, an annual average increase of 0.1 percent (Table 3.2-1). Total New York employment in 1970 was approximately 8.5 million and increased to approximately 8.6 million by 1980, an annual average increase of 0.2 percent. In contrast, total employment in the United States increased from 91.1 million in 1970 to 113.7 million in 1980, an annual average increase of 2.5 percent.

Oneida County employment totaled 132,357 in 1990, representing an average increase of 1.4 percent annually from the 1980 figure of 115,851. Between 1980 and 1990, average annual employment growth in the State of New York was 1.5 percent and in the United States was 2.2 percent.

Military employment in Oneida County decreased an average of 2.1 percent annually from the 1970 figure of 5,431 to 4,291 in 1980. Military employment in the State of New York decreased from 107,396 in 1970 to 73,980 in 1980, a decline of 33,416 jobs or a 3.1 percent annual average. Between 1970 and

1980, military employment in the United States decreased from nearly 3.2 million to 2.5 million, or 2.4 percent annually.

Table 3.1-1

**Summary of Effects of Realignment of Griffiss AFB
Oneida County, New York**

Resource Category	1994 Through 1996
Economic Activity	
Employment	Decline of approximately 6,790 direct and 3,397 secondary jobs.
Earnings (1994 Dollars)	Decrease of approximately 10.4 percent.
Personal Income (1994 Dollars)	Decrease of approximately 5.7 percent.
Population	
Military-related	Decline of 3,970 military personnel and their dependents.
Civilian-related	Decline of 5,321 civilian personnel and their dependents.
Retirees	Approximately 5,000 military retirees live in the area, potentially using services at Griffiss AFB; 1 percent, or 50 retirees plus their dependents (36 total), are expected to relocate.
Housing	Decline in demand of 1,355 units in Oneida County, including 596 units in the City of Rome.
Public Services	
General Government, Police, and Fire	
Oneida County	Decline in population served of 3,674 by 1996.
City of Rome	Decline in population served of 1,679 by 1996.
Rome City School District	Decline in student enrollment of approximately 1,413 students, primarily at Bellamy, Clough, Staley, Strough, and Rome Free Academy schools.
Health	Hospital at Griffiss AFB will be closed, but the Department of Veterans Affairs will reuse the hospital for an outpatient clinic and skilled nursing facility.
Public Finance (Revenues Over Expenditures)	
Oneida County	\$3.9 million in 1996.
City of Rome	\$76,000 in 1996.
Rome City School District	\$2,994,000 in 1996.
Other Relevant Resources	
Transportation	Reduction in average daily traffic with improvements in levels of service on State Routes 26, 49, 69, 128, and 365; minor reductions in local commercial air traffic.
Utilities	Reduction in demand for local and regional utilities.

In 1990, military employment in Oneida County increased to 5,036 and accounted for 3.8 percent of total employment. In 1990, military employment in New York increased to 88,161 jobs or 0.9 percent of total employment. This represents an essentially level percentage of military employment to total employment between 1980 and 1990. In contrast, military employment in the United States increased from 2.5 million in 1980 to 2.7 million in 1990, an

average annual increase of 0.9 percent. However, national military employment as a component of total national employment decreased from 2.2 percent to 1.9 percent in the same time period.

Table 3.2-1

Summary of Economic Indicators (By Place of Work)
Oneida County, State of New York, and the United States

	1970	1980	1990	Average Annual Change		
				1970-1980	1980-1990	1970-1990
Oneida County, New York						
Population	273,070	253,466	250,836	-0.7%	-0.1%	-0.4%
Total Jobs	114,538	115,851	132,357	0.1%	1.4%	0.8%
Civilian	109,107	111,561	127,321	0.2%	1.4%	0.8%
Military	5,431	4,291	5,036	-2.1%	-1.7%	-0.4%
Military (% of total)	4.7%	3.7%	3.8%	NA ¹	NA	NA
Civilian Labor Force	101,136	106,408	106,600	0.5%	0.0%	0.3%
Unemployment Rate	6.22%	7.06%	4.32%	NA	NA	NA
Earnings Per Job	\$17,255 ²	\$19,110	\$21,815	1.1%	1.4%	1.3%
Per Capita Income	\$12,536	\$14,310	\$16,355	1.4%	1.4%	1.5%
State of New York						
Population (1,000s)	18,241	17,558	17,990	-0.4%	0.2%	-0.1%
Total Jobs (1,000s)	8,453	8,594	9,874	0.2%	1.5%	0.9%
Civilian	8,346	8,520	9,786	0.2%	1.5%	0.9%
Military	107	74	88	-3.1%	1.9%	-0.9%
Military (% of total)	1.3%	0.9%	0.9%	NA	NA	NA
Civilian Labor Force (1,000s)	7,436	7,978	8,673	0.7%	0.9%	0.8%
Unemployment Rate	4.5%	7.5%	5.2%	NA	NA	NA
Earnings Per Job	\$27,041	\$26,236	\$29,949	-0.3%	1.4%	0.5%
Per Capita Income	\$15,632	\$17,173	\$22,068	1.0%	2.9%	2.1%
United States						
Population (1,000s)	203,799	227,255	249,466	1.2%	1.0%	1.1%
Total Jobs (1,000s)	91,093	113,726	138,573	2.5%	2.2%	2.6%
Civilian	87,861	111,275	135,903	2.7%	2.2%	2.7%
Military	3,232	2,451	2,670	-2.4%	0.9%	-0.9%
Military (% of total)	3.5%	2.2%	1.9%	NA	NA	NA
Civilian Labor Force	82,771	106,940	124,787	2.9%	1.7%	2.5%
Unemployment Rate	4.9%	7.1%	5.5%	NA	NA	NA
Earnings Per Job	\$23,491	\$23,218	\$24,278	-0.1%	0.5%	0.2%
Per Capita Income	\$13,017	\$15,652	\$18,635	2.0%	1.9%	2.2%

Notes: ¹NA = Not applicable.

²Dollars are in constant 1990 dollars.

Sources: New York State Department of Labor 1993 and 1994; U.S. Bureau of the Census 1972, 1978, 1982a, 1982b, 1984a, 1991a, 1991b, 1993; U.S. Bureau of Labor Statistics 1990; and U.S. Bureau of Economic Analysis 1994.

The largest employment sectors in Oneida County in 1990 were services (24.9%), government (19.4%), retail trade (16.9%), and manufacturing (14.2%) (Table 3.2-2 and Figure 3.2-1). The remaining jobs were divided among the following sectors: finance, insurance, and real estate (7.1%); construction (4.1%); wholesale trade (4.1%); military (3.8%); transportation and utilities (3.4%); farming (1.5%); agricultural services (0.4%); and mining (0.1%).

Earnings include wage and salary disbursement, other labor income, and proprietors' income. Earnings per job is based on total earnings divided by the total number of jobs. In 1990, average annual earnings per job in Oneida County were \$21,815. The reduced 1980 State and national earnings per job figures reflect a decrease of output and employment coupled with inflation. By 1990 the earnings per job increased over 1970 levels. Total earnings reported in 1990 for Oneida County were \$2.9 billion (Table 3.2-2 and Figure 3.2-1). Industrial sectors reporting the largest shares of earnings in Oneida County in 1990 included government (24.4%), services (21.5%), manufacturing (19.2%), and retail trade (9.7%) (U.S. Bureau of Economic Analysis 1994).

Table 3.2-2

**1990 Employment and Earnings by Place of Work
Oneida County**

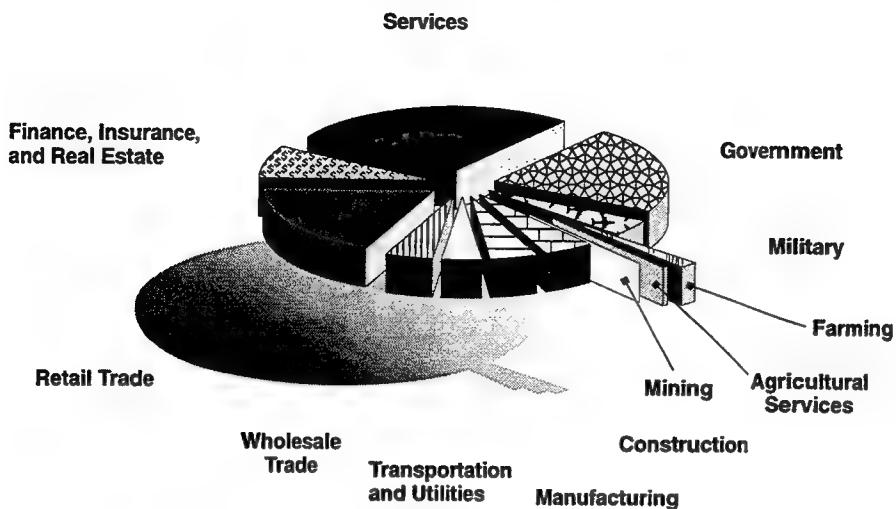
Employment Sectors	Employment		Earnings (\$1,000)	
	Level	Percent	Level	Percent
Farming	2,019	1.5	\$24,444	0.8
Agricultural Services	552	0.4	7,768	0.3
Mining	177	0.1	3,556	0.1
Construction	5,492	4.1	132,876	4.6
Manufacturing	18,777	14.2	553,191	19.2
Transportation and Utilities	4,458	3.4	136,713	4.7
Wholesale Trade	5,439	4.1	137,475	4.8
Retail Trade	22,305	16.9	278,909	9.7
Finance, Insurance, and Real Estate	9,414	7.1	178,794	6.2
Services	32,972	24.9	620,600	21.5
Government	25,716	19.4	703,809	24.4
Military	5,036	3.8	109,255	3.8
Total	132,357	100.0	\$2,887,390	100.0

Source: U.S. Bureau of Economic Analysis 1994.

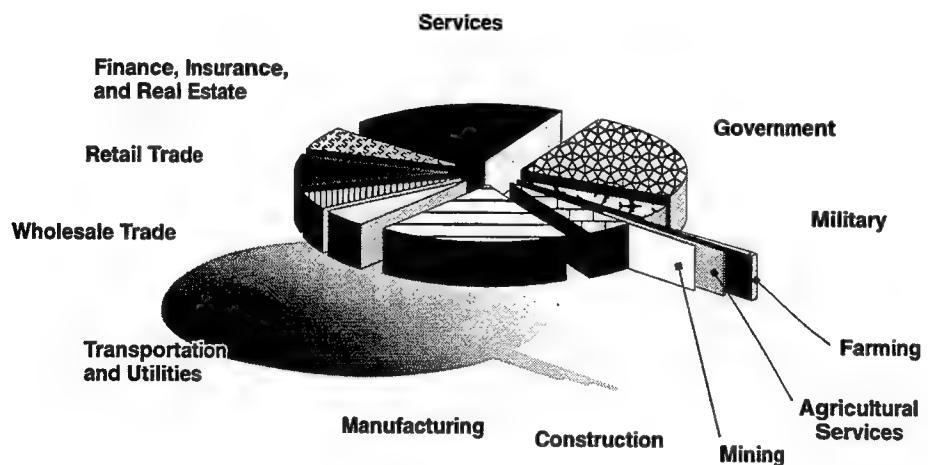
Personal income is the current income received from all sources. It consists of wage and salary disbursements, various types of supplementary earnings, proprietors' income, rental income of persons, dividends, personal interest income, and government and business transfer payments, such as Social Security benefits, military, pensions, etc. Per capita income is based on aggregate income divided by the population. It serves as an indicator of consumer markets and of the economic well-being of an area. Per capita income in Oneida County was \$16,355 in 1990, lower than the State level of \$22,068 and the national level of \$18,635 (U.S. Bureau of Economic Analysis 1994) (Table 3.2-1).

A total of 106,600 persons, or 42.5 percent of the population in Oneida County, was included in the civilian labor force in 1990 (Table 3.2-3). Based on the 1990 Census, approximately 102,000 persons in the labor force were employed, while 4,608 or 4.3 percent were unemployed. The unemployment rate for Oneida County was lower than the State (5.2%) and the nation (5.5%) (New York State Department of Labor 1994).

EMPLOYMENT



EARNINGS



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**Oneida County
1990 Employment and
Earnings by Place of Work**

Figure 3.2-1

Table 3.2-3

**1990 Civilian Labor Force, Employment, and Unemployment
Oneida County, State of New York, and the United States**

	Oneida County	State of New York (1,000s)	United States (1,000s)
Civilian Labor Force	106,600	8,673	124,787
Employed	101,992	8,223	117,914
Unemployed	4,608	451	6,874
Unemployment Rate	4.3%	5.2%	5.5%

Sources: New York State Department of Economic Development 1992; Oneida County 1993b; and U.S. Bureau of Economic Analysis 1994.

The Federal fiscal year (FY) is the period between October 1 and September 30. Total employment at Griffiss AFB in FY 1993 was 9,268 (Table 3.2-4), the lowest employment level at Griffiss AFB since FY 1989. In FY 1992, employment reached a 5-year high of 10,227. The FY 1993 total includes 3,885 active-duty military personnel, 1,633 Air Force reservists, 2,686 appropriated fund personnel, and 1,064 other civilian personnel.

Table 3.2-4

**Griffiss AFB Employment
Fiscal Years 1989 Through 1993**

Employment Category	FY89	FY90	FY91	FY92	FY93
Appropriated Fund Military					
Permanent Party	4,657	4,509	4,366	4,302	3,885
Guard/Reserve ¹	1,439	1,556	1,557	1,616	1,633
Subtotal	6,096	6,065	5,923	5,918	5,518
Civilian Personnel					
Appropriated Fund	3,120	3,172	3,009	2,908	2,686
Non-Appropriated Fund ²	401	389	425	418	379
Contract Civilian, n.e.i. ³	180	218	906	938	670
Private Business ⁴	11	13	17	15	15
Subtotal	3,712	3,792	4,357	4,279	3,750
Total⁵	9,808	9,857	9,830	10,227	9,268

Notes: ¹Includes Air National Guard/Air Force Reserve, trainees/cadets, and traditional guard/reserve.

²Includes base exchange personnel.

³Employees not elsewhere included (n.e.i.).

⁴Includes bank and credit union employees.

⁵Does not include dependents or retirees.

Sources: U.S. Air Force 1989, 1990a, 1991, 1992, and 1993a.

Total payroll at Griffiss AFB has slowly increased over the last 5 years, from \$273.6 million in FY 1989 to \$312.5 million in FY 1993 (Table 3.2-5). Over the same period, appropriated fund military payrolls increased by approximately \$17 million, from \$122.9 million in FY 1989 to \$140.1 million in FY 1993.

Table 3.2-5

Griffiss AFB Payroll (\$1,000)
Fiscal Years 1989 Through 1993

Payroll Category	FY89	FY90	FY91	FY92	FY93
Appropriated Fund Military					
Permanent Party	\$116,430	\$120,294	\$129,784	\$125,768	\$128,119
Guard/Reserve ¹	\$6,468	\$6,650	\$16,247	\$11,323	\$11,987
Subtotal:	\$122,898	\$126,944	\$146,031	\$137,091	\$140,106
Civilian Personnel					
Appropriated Fund	\$93,017	\$95,672	\$98,809	\$103,698	\$106,982
Non-appropriated Fund ²	\$4,811	\$3,405	\$3,457	\$3,871	\$4,083
Other ³	\$146	\$332	\$184	\$214	\$171
Subtotal:	\$97,974	\$99,409	\$102,450	\$107,783	\$111,236
Military Retirees	\$52,734	\$51,512	\$54,293	\$59,064	\$61,152
Total Payroll:	\$273,606	\$277,865	\$302,774	\$303,938	\$312,494

Notes: ¹Includes Air National Guard/Air Force reserve, trainee/cadet, and traditional guard/reserve.

²Includes base exchange workers.

³Includes contract, private, and employees not elsewhere included.

Sources: U.S. Air Force 1989, 1990a, 1991, 1992, and 1993a.

Between FY 1989 and FY 1993, annual base construction spending ranged from \$1.8 million in FY 1989 to \$21.8 million in FY 1992. Between FY 1992 and FY 1993, construction spending decreased by \$11.5 million (Table 3.2-6) and total annual local expenditures by the base decreased by \$8.9 million. Local spending by the base has historically included outlays for construction, services, commissary and base exchange goods, educational support, health care, and other materials, equipment, and supplies.

Realignment Conditions

Griffiss AFB operational employment levels began to decline in October 1992. This drawdown of military and civilian personnel at the base will continue until its realignment in September 30, 1995. The first full year of base realignment will be 1996. In 1996, total employment in Oneida County will decline as a result of base realignment by an estimated 10,187 jobs. Of this total reduction, 6,790 jobs are directly related to the base (4,042 military and 1,948 civilian), and 3,397 are secondary jobs created by personal consumption expenditures and base procurement. The reduction in civilian employment of 10,187 is projected to increase the unemployment rate in Oneida County from 7.0 percent in 1994 to 11.0 percent by 1996 (Table 3.2-7). Economic projections were made using broad annual trends and do not reflect sector specific changes, e.g., in retail trade and services. Recent employment increases in these sectors have occurred, resulting in unemployment rates between 5 and 6 percent.

The government functions retained at Griffiss AFB following realignment, as described in Section 1.4, will employ 2,176 persons as of October 1995 decreasing to 1,622 following relocation of the 485th Engineering Installation Group (EIG) personnel to other Air Force installations by 1996. The total government-retained employment would include 1,003 persons associated with

Rome Lab, 237 with Northeast Air Defense Sector (NEADS), 20 with Regional Defense Reutilization and Marketing Organization (DRMO), 96 with Defense Finance Accounting Service (DFAS), 141 with the New York State Air National Guard, and 554 with the 485th EIG. In addition, an Air Force Base Conversion Agency Operating Location (OL), which is described in Section 1.2, has been established. The OL and steam plant personnel would consist of approximately 145 persons, decreasing to 115 when operation of the steam plant is turned over to the GLDC (Table 3.2-8). This addition in direct payrolls and purchases of goods and services would generate about 51 secondary jobs in the region, most of which would be located in Oneida County. Total earnings are estimated at \$3.0 million annually and direct earnings at more than \$943,000 annually.

Table 3.2-6

**Griffiss AFB Annual Expenditures
Fiscal Years 1989 Through 1993
(Current Year Dollars)**

Expenditure Category	1989	1990	1991	1992	1993
Construction¹					
Military Construction Program	\$355,000	\$1,560,000	\$221,131	\$8,743,788	\$4,790,285
Non-appropriated Fund	\$0	\$756,135	\$6,328,528 ²	\$253,564	\$0
Military Family Housing	\$484,800	\$2,002,100	\$1,864,264	\$3,946,700	\$1,801,113
Operations and Maintenance	\$925,800	\$656,200	\$9,481,352 ³	\$8,811,100	\$3,706,961
Subtotal:	\$1,765,600	\$4,974,435	\$17,895,275	\$21,755,152	\$10,298,359
Contracts and Procurement⁴					
Services Contracts	\$19,420,887	\$9,763,183	\$12,218,799	\$12,011,769	\$11,958,372
Other Services	\$0	\$7,458,703	\$2,583,853	\$3,356,782	\$3,174,475
Subtotal:	\$19,420,887	\$17,221,886	\$14,802,652	\$15,368,551	\$15,132,847
Commissary/Base Exchange⁵					
Commissary	\$3,164,037	\$1,569,940	\$1,586,424	\$1,603,081	\$1,619,913
Base Exchange	\$0	\$33,867	\$34,500	\$34,500	\$34,500
Health	\$2,088,885	\$2,713,418	\$3,085,745	\$2,929,955	\$5,179,031
Education	\$1,955,747	\$1,752,609	\$2,947,593	\$2,894,928	\$2,841,465
Temporary Duty Pay	\$522,787	\$832,430	\$896,440	\$901,751	\$1,317,979
Subtotal:	\$7,731,456	\$6,902,264	\$8,550,702	\$8,364,215	\$10,992,888
Other Materials, Equipment, and Supplies Procurement	\$19,695,846	\$54,051,134	\$59,045,371	\$41,585,417	\$32,713,815
Total Annual Expenditures:	\$48,613,789	\$83,149,719	\$100,294,000	\$87,073,335	\$69,137,909

Notes: ¹1989 construction figure does not include \$220 million for research and development procurement.

²Includes construction of Mohawk Glen Club and decking around the swimming pool.

³Includes funds obligated for laboratory operations.

⁴Includes services, materials, equipment, and supplies.

⁵1989 Base Exchange figures are included in Commissary figures. Temporary duty pay includes average per diem for travelers to local areas.

Sources: U.S. Air Force 1989, 1990a, 1991, 1992, and 1993a.

Total earnings in Oneida County are expected to increase by approximately 10.4 percent, while personal income decreased by approximately 5.7 percent from 1994 to 1996.

Table 3.2-7**Economic Activity Projections for Oneida County
1994 Through 1996***

	1994	1995	1996
Total Jobs	96,685	90,942	91,114
Unemployment Rate	7.0%	11.2%	11.0%
Earnings (\$)	2,397,521	2,385,827	2,471,243
Personal Income (\$)	4,484,941	4,551,429	4,720,752
Per Capita Income (\$)	18,296	18,850	19,551

Note: *The decline in the number of jobs and the increase in the unemployment rate do not consider recent increases in the number of jobs. Economic projections were made using broad annual trends and do not reflect section-specific changes, e.g., in retail trade and services. Recent employment increases in these sectors have resulted in unemployment rates between 5 and 6 percent.

Table 3.2-8**Government-Retained Employees at Griffiss AFB
After Realignment (October 1995)**

Military/Civilian Unit	Military	Civilian	Other¹	Total
Rome Laboratory	110	750	143	1,003
Northeast Air Defense Sector	40	32	165	237
New York State Air National Guard	45	96	0	141
Regional Defense Reutilization and Marketing Office	0	20	0	20
Defense Finance and Accounting Service (DFAS) ²	0	96	0	96
485th Engineering Installation Group	255	299	0	554
Subtotal:	450	1,293	308	2,051
OL and Caretaker Personnel ³	0	145	0	145
Total:	450	1,438	308	2,196

Notes: ¹ Includes transfer and ANG personnel in other units.

² DFAS will eventually employ 750 civilian workers.

³ Includes 100 Operating Location (OL) and 45 heating plant personnel.

Source: U.S. Air Force 1993b.

3.3 POPULATION

3.3.1 Oneida County

Recent Trends

The 1990 Bureau of the Census population for Oneida County was 250,836, a decrease of 2,630 persons or an average annual decrease of 0.1 percent from the 1980 level of 253,466 (Table 3.3-1). The overall decrease is equivalent to an annual average change for the county of about a negative 0.4 percent over the 1970 to 1990 period. By comparison, the average annual change for New York State was a decrease of about 0.1 percent, and an increase of nearly 1.1 percent between 1970 and 1990 for the United States.

Table 3.3-1

**Population Trends
Oneida County, City of Rome, New York State, and United States**

Location	Population			Average Annual Change		
	1970	1980	1990	1970-1980	1980-1990	1970-1990
Oneida County	273,070	253,466	250,836	-0.7%	-0.1%	-0.4%
City of Rome	50,148	43,826	44,350	-1.3%	0.1%	-0.6%
New York State (1,000s)	18,241	17,558	17,990	-0.4%	0.3%	-0.1%
United States (1,000s)	203,799	227,255	249,466	1.2%	1.0%	1.1%

Sources: U.S. Bureau of the Census 1982b, 1991c.

3.3.2 City of Rome

Recent Trends

The 1990 Bureau of Census population for Rome was 44,350. Since 1970, the population has decreased at a slightly higher rate than the population of Oneida County. Rome's average annual decrease of 0.6 percent for the 1970 to 1990 period was also higher than the State decrease of 0.1 percent. In 1990, Rome accounted for 17.7 percent of the total population in Oneida County. Rome accounted for 18.4 percent of the Oneida County population in 1970.

3.3.3 Griffiss Air Force Base

Recent Trends

Military population at Griffiss AFB decreased by 2.8 percent between FY 1989 and FY 1991, but decreased by 6.8 percent between FY 1991 and FY 1993 (Table 3.3-2). In FY 1993, 5,518 military personnel were stationed at Griffiss AFB. Of these, 3,896 personnel and 6,012 dependents lived in areas off the base; the remaining 1,622 personnel and 2,701 dependents lived on the base. The number of military retirees in the area increased annually from 4,576 in FY 1989 to 5,030 in FY 1993.

Realignment Conditions

With realignment of Griffiss AFB on September 30, 1995, a total of 9,377 military and civilian personnel, retirees, and dependents are projected to relocate out of Oneida County. For this analysis, it was assumed that all military personnel and their dependents, 50 percent of appropriated fund personnel, and 10 percent of nonappropriated fund employees would be transferred to other locations. It was also assumed that 1 percent of military retirees and dependents would relocate due to the closure of medical, base exchange, and other services. No secondary employees are projected to outmigrate as a result of base realignment.

Table 3.3-2

**Griffiss AFB Military Population and Housing
Fiscal Years 1989 through 1993**

Category	FY89	FY90	FY91	FY92	FY93
Appropriated Fund Military					
Living on the base	1,682	1,883	1,720	1,589	1,622
Living off the base	4,414	4,182	4,203	4,329	3,896
Subtotal:	6,096	6,065	5,923	5,918	5,518
Military Dependents					
Living on the base	2,164	1,752	2,628	2,984	2,701
Living off the base	3,387	4,385	4,668	5,946	6,012
Subtotal:	5,551	6,137	7,296	8,930	8,713
Total Permanent Party and Dependents:	11,647	12,202	13,219	14,848	14,231
Military Retirees*	4,576	4,643	4,715	4,964	5,030
Housing Assets					
Family Housing Units	735	735	735	735	733
Unaccompanied Quarters					
Dormitory Facilities (Buildings)	16	16	15	15	15
Bed Capacity	1,472	1,319	1,098	1,083	1,016

Note: *Military retirees includes all U.S. Armed Forces; approximately half are Air Force retirees.

Sources: U.S. Air Force 1989, 1990a, 1991, 1992, and 1993a.

Because economic and natural growth in the county is not expected to compensate for most of the 9,377-person reduction, the population of Oneida County is projected to decline from an estimated 250,836 in 1993 to 241,459 by the end of 1996, the first full year following realignment (Table 3.3-3). This 3.7 percent reduction will be partially offset by continued growth in the county, with an increase to 240,987 by the year 2001 and to 242,872 by 2016.

Table 3.3-3

**No-Action Alternative Population Projections
Oneida County and City of Rome**

Year	Oneida County	City of Rome
1993	250,836	44,350
1994	245,133	41,628
1995	241,459	39,949
1996	241,459	39,949
2001	240,987	39,691
2006	241,614	39,802
2016	242,872	40,025

The population in the City of Rome will be similarly affected by the base realignment. By 1996, 4,401 military and civilian personnel, retirees, and dependents are expected to relocate from the City of Rome, resulting in a total population of 39,949. This is a reduction of 9.9 percent compared to the 1993

population. Prior to the decision to realign the base, Rome's population was expected to reach 44,706 by 2016.

3.4 HOUSING

3.4.1 Oneida County

Recent Trends

In 1990, the housing stock in Oneida County consisted of 101,251 units, an increase of 5,417 units or 5.7 percent over the 1980 total of 95,834 (Table 3.4-1). Between 1980 and 1990, the numbers of vacant housing units in the county increased from 5,653 units to 5,753 units. The percentage of vacant units decreased slightly from 5.9 percent in 1980 to 5.7 percent in 1990.

Table 3.4-1

**Housing Units and Vacancies
Oneida County and the City of Rome, 1980 and 1990**

	Oneida County		City of Rome	
	1980	1990	1980	1990
Total Housing Units	95,834	101,251	15,806	16,661
Housing Unit Vacancies				
Units	5,653	5,753	634	907
Rate	5.9%	5.7%	4.0%	5.4%

Sources: U.S. Bureau of the Census 1982a, 1991a.

The number of building permits issued annually in Oneida County increased in the 1980s, peaking at 418 permits in 1988 (Table 3.4-2). In 1991, only 26 permits were issued. Permits issued in a given year may not represent the actual number of units built. However, they are indicative of the level of new residential development in the city.

The owner-occupancy rate for all housing units decreased in Oneida County between 1980 and 1990, from 65.3 percent to 61.4 percent (Table 3.4-3). Concurrently, median housing values increased 87.6 percent, from \$38,600 to \$72,400. In the same period, median contract rent in the county increased 98.0 percent, from \$150 to \$297 per month.

3.4.2 City of Rome

Recent Trends

In 1990, there were 16,661 housing units in the City of Rome, representing 16.5 percent of the total housing stock in Oneida County (Table 3.4-1). This

represents an increase of 855 housing units or 5.4 percent from the 1980 total of 15,806. Total housing vacancies in Rome increased from 634 units, or 4.0 percent of the housing stock in 1980, to 907 vacant units, or 5.4 percent of the housing stock, in 1990. Rome accounted for 1,150, or 69.1 percent of the 1,664 total building permits issued in Oneida County, between 1980 and 1991 (Table 3.4-2). Between 1980 and 1991, building permits reached a high of 389 in 1988.

Table 3.4-2

**Building Permits for New Housing Construction
Oneida County and the City of Rome, 1980 through 1992**

Year Permits Issued*	City of Rome	Total Oneida County
1980	44	107
1981	30	180
1982	108	133
1983	268	273
1984	79	188
1985	32	47
1986	29	43
1987	61	77
1988	389	418
1989	45	67
1990	52	105
1991	13	26
Total Permits Issued:	1,150	1,664

Note: *Data not complete due to non-reporting by various jurisdictions in each year.

Sources: U.S. Bureau of the Census 1981, 1982c, 1983, 1984b, 1985, 1986, 1987, 1988, 1989, 1990, 1991d, 1992.

Table 3.4-3

**Housing Tenure, Median Value, and Median Contract Rent
Oneida County and the City of Rome, 1980 and 1990**

Location	1980			1990		
	Percent Owner- Occupied	Median Value	Median Contract Rent	Percent Owner- Occupied	Median Value	Median Contract Rent
Oneida County	65.3	\$38,600	\$150	61.4	\$72,400	\$297
City of Rome	54.2	\$33,400	\$173	53.4	\$69,200	\$325

Sources: U.S. Bureau of the Census 1982a, 1991a.

The owner-occupancy rate in Rome decreased slightly between 1980 and 1990 from 54.2 percent to 53.4 percent. Concurrently, median housing values increased 107.2 percent, from \$33,400 to \$69,200. In the same period,

median contract rents increased nearly 87.9 percent, from \$173 to \$325 per month (Table 3.4-3).

3.4.3 Griffiss Air Force Base

Recent Trends

Griffiss AFB has 733 family housing units, consisting of 126 officer and 607 enlisted units, located in two areas: 460 units are located in the Skyline housing area and 273 units in the Woodhaven housing area (Chapter 1.0, Figure 1.4-1).

Officer and enlisted family housing consists of 198 two-bedroom, 448 three-bedroom, and 87 four-bedroom units (Table 3.4-4). Unaccompanied personnel dormitory facilities consist of 15 buildings, which have a total bed capacity of 1,016 (Table 3.4-5). Of the total 5,518 permanent-party military personnel stationed at Griffiss AFB, 1,622 live in onbase housing (Table 3.3-2).

Table 3.4-4

Griffiss AFB Family Housing Units Fiscal Year 1993

	2-Bedroom	3-Bedroom	4-Bedroom	Total
Officer	30	67	29	126
Enlisted	168	381	58	607
Total Family Housing Units	198	448	87	733

Source: U.S. Air Force 1993a.

Table 3.4-5

Griffiss AFB Dormitory Quarters Fiscal Year 1993

	Buildings	Bed Capacity
Airmen/Noncommissioned Officers	7	862
Officers	1	12
Visiting Airmen	2	57
Visiting Officers	2	50
Temporary Lodging	3	35
Total Dormitory Quarters	15	1,016

Source: U.S. Air Force 1993a.

In FY 1993, 90.5 percent of the military and appropriated fund civilian personnel living off the base resided in Oneida County (Table 3.4-6), with 59.8 percent in the City of Rome, 30.7 percent in other areas within Oneida County, and 9.5 percent living in other counties.

Table 3.4-6

**Griffiss AFB Personnel Living Off the Base
Distribution by Place of Residence, Fiscal Year 1993**

Location	Appropriated Fund Military* (%)	Non-Appropriated Fund Military (%)	Appropriated Fund Civilian (%)	Base Total (%)
Oneida County				
City of Rome	62.7	90.1	55.0	59.8
Other Oneida County Areas	27.4	8.7	34.9	30.7
Total Oneida County	90.1	98.8	89.9	90.5
Other New York Counties	9.9	1.2	10.1	9.5
Total:	100.0	100.0	100.0	100.0

Note: *Includes permanent party personnel.

Source: U.S. Air Force 1994.

Realignment Conditions

The demand for housing in Oneida County and Rome will decline as a result of the relocation of military and civilian households associated with the base. With base realignment, an estimated 3,460 households will relocate out of Oneida County, increasing the housing vacancy rate from an average of 5.7 percent in 1993 to 9.3 percent in 1996 (Table 3.4-7).

Table 3.4-7

**Housing Analysis for the Griffiss AFB Region of Influence
1993 Through 1996**

Location/Housing Characteristics*	Year				Difference (1993-1996)
	1993	1994	1995	1996	
Oneida County					
Housing Stock	101,251	101,342	101,433	101,525	274
Housing Demand	95,498	93,393	92,037	92,038	-3,460
Available Vacant Units	5,753	7,949	9,396	9,487	3,734
Available Vacancy Rate	5.7%	7.8%	9.3%	9.3%	3.7%
City of Rome					
Housing Stock	16,661	16,676	16,691	16,706	45
Housing Demand	15,754	14,787	14,191	14,191	-1,563
Available Vacant Units	907	1,889	2,500	2,515	1,608
Available Vacancy Rate	5.4%	11.3%	15.0%	15.1%	9.7%

Note: *Housing stock equals total units; demand is the total number of occupied units.

An estimated 1,563 households will relocate from the City of Rome as a result of base realignment. This reduction in housing demand will increase the housing vacancy rate from 5.4 percent in 1993 to 15.1 percent in 1996.

Homes owned by base employees in several ZIP codes surrounding Griffiss AFB are eligible for the Federal Homeowners Assistance Program. This program helps base employees by providing partial compensation for any losses in the selling of their homes.

3.5 PUBLIC SERVICES

The key public services examined in this analysis are county and municipal government, public education, police and fire protection, and health care. Providers of these services in the ROI are county and city governments, public school districts, local police and fire departments, hospitals, and health clinics. Existing and realignment conditions for each major public service focus on those providers that are geographically close to Griffiss AFB and/or maintain the closest relations to the base.

The level of general public service is usually defined as the ratio of government employees (e.g., municipal employees, sworn police officers, and professional fire-fighters) to the served population. Student-to-teacher ratios are similarly used to define primary and secondary public school service. In addition, staffing per service area is used where jurisdictional population is unknown or where effects of boundary changes need to be assessed.

3.5.1 Governmental Structure

Griffiss AFB is located adjacent to the eastern boundary of the City of Rome in central Oneida County. The base is surrounded on the east and north by three unincorporated towns, Floyd on the east, Western on the northeast, and Lee on the north. The base is located approximately 1 mile east of downtown Rome and 8 miles northwest of the City of Utica, the county seat. The following sections include a discussion of the governmental structures of Oneida County and the City of Rome.

3.5.1.1 Oneida County

Recent Trends

Oneida County was chartered in 1798 in the State of New York, and named in honor of the largest local Native American group. The present county charter provides for a county executive form of government. The county is divided into 29 legislative districts with an elected legislator representing each district in the county legislature. The county executive is responsible for county government. Each district represents 7,000 to 8,000 persons, with seven of these districts covering the Rome area. The county encompasses a total of 3 cities, 26 towns, 19 villages, and 16 school districts. The county provides general government services to local unincorporated towns. However, each town,

village, and school district also elects certain officials to help administer local matters.

Oneida County provides certain governmental services such as police and law enforcement; economic assistance; health and nursing services; maintenance of county roads, parks, and waterways; operation of a community college; and joint operation of a waste management facility along with Herkimer County. The county provides these general and specialized services through the levy of property taxes and the collection of various fees and assessments.

In 1993, Oneida County had 1,245 general government employees serving a population of 250,836 persons, providing a service ratio of 4.96 employees per 1,000 population. This figure does not include police, corrections, fire protection, or school district personnel, which are addressed in subsequent sections. The largest departments in terms of personnel are social services, with 496 employees, and public works, with 104 employees (Oneida County 1993c).

Realignment Conditions

With realignment of Griffiss AFB, the population of Oneida County is expected to decrease to 241,459 by 1996 (Table 3.5-1). This population decline would require a reduction of 47 Oneida County general government positions if the current service level of 4.96 employees per 1,000 population were maintained. However, the population loss will eventually be regained because of the positive growth rate of the county. Therefore, county officials may decide that a temporarily higher service level would be preferable to eliminating positions that might be needed within a few years. By 2016, it is forecasted the county will need approximately 1,205 employees to serve a projected population of 242,872 persons with the No-Action Alternative.

Table 3.5-1

Change in Population and Government Employment (1993-1996),
Oneida County

	1993	1994	1995	1996	Difference (1993-1996)
Population	250,836	245,133	241,459	241,459	-9,377
Government Employees ¹	1,245	1,217	1,198	1,198	-47
Level of Service ²	4.96	4.96	4.96	4.96	0.0

Notes: ¹1994-1996 figures are projections based on 1993 staffing levels. All positions are assumed to be full time, but do not include police, corrections, fire protection, or school district personnel.

²Employees per 1,000 population.

3.5.1.2 City of Rome

Recent Trends

The City of Rome was incorporated in 1870. The common council, which is the legislative body responsible for the overall operation of the city, consists of seven aldermen/women and a council president. The mayor serves a 2-year term and the aldermen/women of the common council are elected by wards and also serve 2-year terms.

Rome has two distinct districts. The inside district of Rome occupies 11.25 square miles and is largely urban and suburban in character; the outside district of Rome occupies 72.5 square miles and is primarily rural and farmland. The inside district has higher tax rates and service levels compared to the outside district. The outside district is governed by the city's common council and zoning board of appeals, but has tax rates and service levels similar to surrounding unincorporated towns and villages in Oneida County.

The city provides comprehensive municipal services to residents and properties within the inside district of Rome, including planning and zoning, building and health code enforcement, police, fire, parks and recreation, library, and constructed utility systems (e.g., water and sewer). Solid waste collection is provided by the city, although transport and disposal is managed by the county. Electricity and natural gas are provided by Niagara-Mohawk Power Corporation.

In 1993, the City of Rome had a total of 749 employees, including all full- and part-time positions, which provided a ratio of 16.89 employees per 1,000 population for general government services. This figure does not include police, fire, or hospital personnel which are addressed in subsequent sections. The largest city government department in terms of personnel is general government at 640 (City of Rome 1992a).

Realignment Conditions

With realignment of Griffiss AFB, the city's population is expected to decline to 39,949 by 1996 (Table 3.5-2). This decline in population represents a reduction of 74 city general government positions if the current service level of 16.89 employees per 1,000 population were maintained. City officials may decide to maintain present staffing levels as the city is projected to grow. This growth would eventually offset population losses and related service level changes that will occur for the first few years of base realignment. By 2016, it is forecasted that 676 employees would be required to serve a projected population of 40,025 persons at the current level of service with the No-Action Alternative.

Table 3.5-2

Change in Population and Government Employment (1993-1996)
City of Rome

	1993	1994	1995	1996	Difference (1993-1996)
Population	44,350	41,628	39,949	39,949	-4,401
Government Employees ¹	749	703	672	675	-74
Level of Service ²	16.89	16.89	16.89	16.89	0.0

Notes: ¹Includes all full-time and part-time positions; but does not include police, fire, or hospital staffs; 1994 through 1996 figures are projections.

²Employees per 1,000 population.

3.5.2 Public Education

The State of New York determines policy for all public education through its Board of Regents, which consists of 14 members elected by the New York State Legislature. School districts are governed by locally elected boards of education which are empowered by the State legislature to carry out the State's responsibility for education. Each school district is therefore considered a separate unit of government.

The Board of Cooperative Education Services (BOCES) was organized as an extension of area school districts to provide high quality specialized services not economically or educationally feasible at the local school district levels. BOCES is an agency which provides, on a cooperative basis, education services for handicapped children, instructional services for all staff, and vocational education opportunities for secondary students and adults (C. Haley 1994a). Currently, 41 BOCES districts serve more than 700 school districts in the State of New York. Students in the Rome City School District are served by the Madison-Oneida BOCES district, which currently has a total of 122 students in varied vocational training; BOCES students in the Rome City School District are currently served at Strough Junior High, Staley Junior High, and Rome Free Academy (D. Lewis, personal communication, 1994).

Oneida County has 16 school districts that provide elementary and secondary education. A total of 40,458 students were enrolled in 1993 (New York State Department of Education 1993a). County enrollments in grades K-12 have increased by 1,688 students (2.4%) during the past 5 years (P. O'Brien, personal communication, 1994). The Rome City School District has provided educational services for the majority of students associated with Griffiss AFB personnel (D. Farsaci, personal communication, 1994). Other than the Rome City School District, base-related students in grades K-12 are not concentrated in any school district in Oneida County. For this reason, the evaluation of potential effects on education in this SIAS will only consider the Rome City School District.

Rome City School District. The Rome City School District was formed in 1910 and has a 9-member board of education elected to 2-year terms (Haley 1994c). The district for the 1994-95 school year consisted of 11 elementary schools, 2 junior high schools, and 1 high school (Figure 3.5-1). No public or private elementary or secondary schools are located on the base, although there is a pre-school/after-school day care center.

Total enrollment in the district has remained fairly constant over the past 5 years at about 8,000 students. District enrollment, including grades K-12 plus preschool, pre-kindergarten, and special education students, has ranged from 7,970 in 1989-90 to 8,067 in 1992-93, as shown in Table 3.5-3.

Table 3.5-3

**Rome City School District Data
(School Years 1989-90 to 1992-93)**

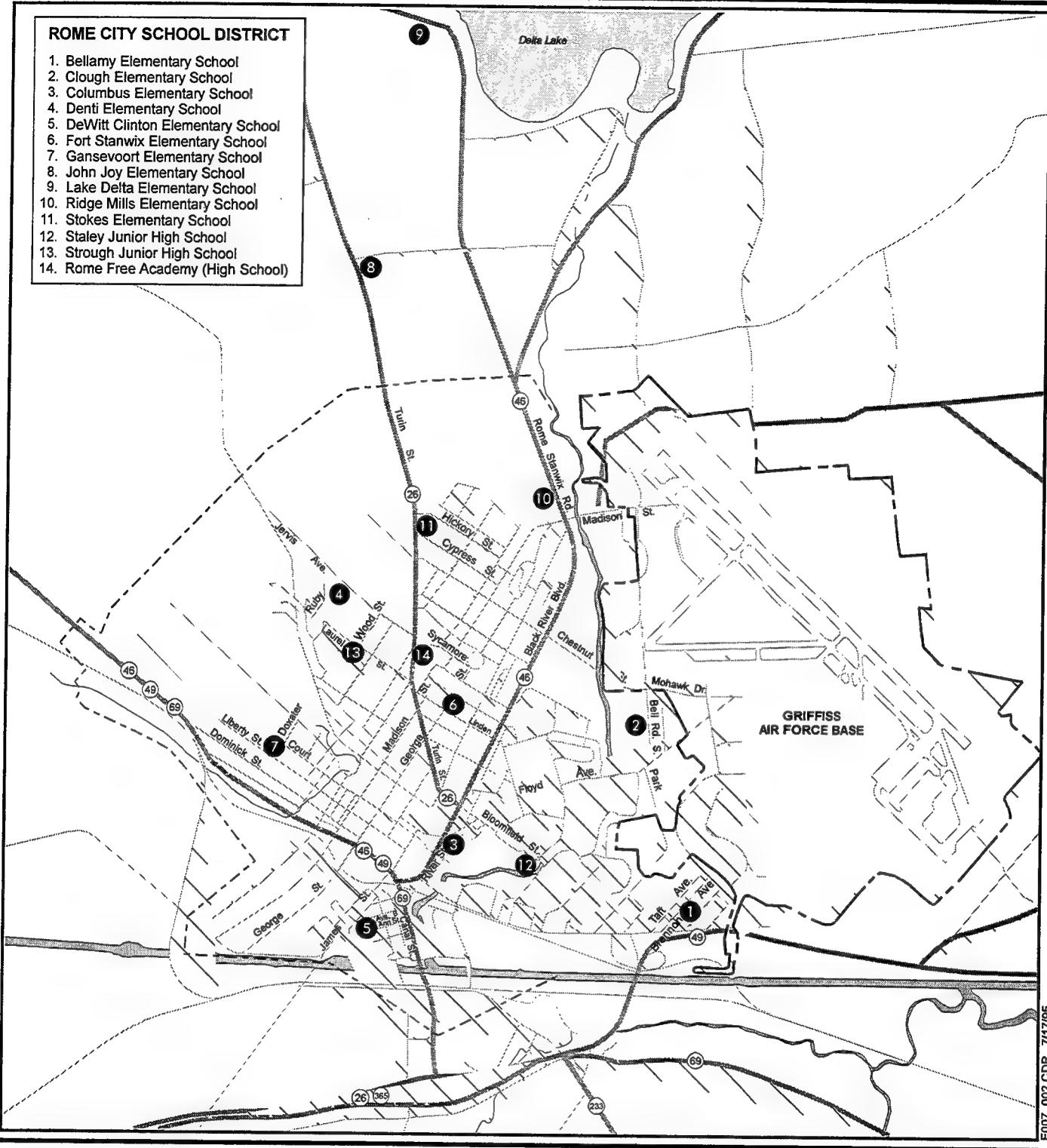
District Data	1989-90	1990-91	1991-92	1992-93
Total Student Fall Enrollment*	7,970	8,059	8,157	8,067
Number of Teachers	617	615	613	597
Student-to-Teacher Ratio	12.92:1	13.10:1	13.31:1	13.51:1
Griffiss AFB Enrollment	2,497	2,620	2,609	2,334
Percent of Total Enrollment	31.3%	32.5%	32.0%	28.9%

Note: *Includes grades K-12, preschool, pre-kindergarten, and special education.

Sources: Rome City School District 1994a, 1994b.

District student-to-teacher ratios have averaged about 13 students per teacher (New York State Department of Education 1993b). However, in the latter part of the 1994-95 school year, the Rome City School District began to experience staffing impacts at some schools due to enrollment changes related to Griffiss AFB reassessments (C. Brigande, personal communication, 1994). In March 1994, the district gave layoff notices to teachers and teaching assistants for the 1994-95 school year as a result of anticipated enrollment declines related to drawdown of base personnel (Haley 1994b). However, some teachers and tutors were subsequently rehired based on actual enrollments. This notice and rehire process will continue as enrollment decreases continue due to drawdown (D. Farsaci, personal communication, 1994).

The number of students whose parents are in military or civilian service at Griffiss AFB can be calculated by using Public Law (P.L.) 81-874 information collected by the district. P.L. 81-874 provides Federal funds to school districts on a per pupil basis for students whose parents live or work on a Federal installation. Approximately a quarter (28.9%) of the district's 1992-93 enrollment was related to base personnel. Over two-thirds (70%) of the total 2,334 base-related students are from military households, while the remaining 30 percent are from civilian households (Rome City School District 1994b).



LEGEND

- City of Rome (Inside District)
- Griffiss AFB Boundary
- (46) State Highway
- School



Schools in the Griffiss AFB Area



Figure 3.5-1

The majority of K-12 students related to Griffiss AFB personnel attend five Rome City School District schools: Bellamy and Clough elementary schools, Staley and Stough junior high schools, and Rome Free Academy, the high school. These five schools account for 62 percent of the total base-related enrollments.

Realignment Conditions

Realignment of Griffiss AFB would cause enrollment decline at Mohawk Valley Community College and SUNY campuses in Rome. Both schools have already experienced some enrollment decline as a result of drawdown of base personnel, and additional enrollment decline would be most likely correlated to future population decline from realignment. MVCC officials have been discussing the possibility of acquiring the Mohawk Glen Club and golf course at Griffiss AFB for the college hospitality program. Budget and other particulars are under consideration (Duchow 1995).

With the realignment of Griffiss AFB by the beginning of school year 1995-96, the school district would experience a corresponding loss of approximately 1,796 students over 1992-93 levels. Table 3.5-4 shows the projected student enrollment changes as a result of base realignment. Additional students will move into the district in the future whether or not the base is reused, but the extent and timing of reuse will likely have the most significant effect on Rome City School District enrollment. For example, the amount and timing of additional residential development not related to base reuse will influence the generation of students who could attend district schools.

Table 3.5-4

**Projected Enrollment and Staffing
Rome City School District
(School Years 1993-94 to 1995-96)**

District Data	1993-94	1994-95	1995-96
Total Student Fall Enrollment*	7,943	7,672	6,259
Griffiss AFB Student Enrollment	2,155	544	284
Percent of Total	27.1%	7.1%	4.5%
Number of Teachers	611	590	482
Student-to-Teacher Ratio	13:1	13:1	13:1

Note: *Includes regular K-12, pre-school, pre-kindergarten, and special education students.

Sources: Rome City School District 1994b, 1995; Haley 1995; D. Farsaci, personal communication, 1995.

Based on 1993-94 enrollment figures, five Rome schools (Bellamy, Clough, Staley, Stough, and Rome Free Academy) are expected to experience the largest enrollment decline. DeWitt, Clough, and Columbus elementary schools have been identified as potential candidates for changes resulting from base realignment (Haley 1994e,f). Bellamy Elementary School will be temporarily

closed for the 1995-96 school year. Pupils will be temporarily redistricted to Columbus and Clough elementary schools. Layoffs of some employees would likely occur (Haley 1995).

All Rome City School District schools are expected to experience enrollment decline to some degree, most likely in direct proportion to their base-related enrollment, as base personnel are reassigned. Kindergarten enrollments, however, actually increased in the school district in the 1992-93 school year, which may lessen future enrollment declines (Haley 1994g). All Rome schools house some proportion of base-related students, and changes in boundaries, bus routes, or realignments may affect schools with low numbers of base-related enrollments. For these reasons, all schools will likely be affected to some degree by the realignment (D. Farsaci, personal communication, 1994).

Based on the current student-to-teacher ratio of 13-to-1, the projected enrollment decline translates into a loss of 130 teachers from the 1992-93 to the 1995-96 school year. Because the annual turnover rate is only about 2 percent, this decrease cannot be accomplished through attrition alone. As certificated teaching staff is reduced, there will also be a reduction of classified support staff at affected schools (D. Farsaci, personal communication, 1994). By 2016, it is forecasted the district will require 482 teachers to serve a projected enrollment of 6,259 students with the No-Action Alternative.

The Rome City School District receives significant support from Griffiss AFB, including participation of base personnel in district programs, the use of base facilities by the district, and a number of teachers who are spouses of base personnel (L. Rizzo, personal communication, 1994). With realignment of the base, many teachers, volunteers, and participants in school programs will be lost.

After the base is realigned, the Rome City School District may replace the services and facilities currently provided by Griffiss AFB and its personnel. The remaining staff may be required to accept additional duties, other facilities may have to be rented to replace those previously used on the base, such as the Mohawk Glen Club, and equipment may have to be purchased to replace those donated by base personnel. If the base were not reused, it is anticipated that new businesses would not replace Griffiss AFB's support of local schools. With the No-Action Alternative, the volunteers and program supporters from the base would either need to be replaced from the existing community and local businesses, or the district would need to pay for these services to continue current school programs (D. Farsaci, personal communication, 1994).

3.5.3 Police Protection

Recent Trends

Police protection in the Griffiss AFB region is provided by the New York State Police, Oneida County Sheriff's Department, City of Rome Police Department,

and the Griffiss AFB Security Police Squadron. All law enforcement agencies serving Oneida County maintain mutual aid agreements to assist each other in times of need (L. Pennara, personal communication, 1994).

New York State Police. New York State has assumed a number of roles in the delivery of police services. The majority of police in New York are municipal police and almost all funding comes from local taxes. However, State police activities are significant. These activities include:

- Establishing criminal procedural law and penal law;
- Ascertaining who is a police officer and who is a peace officer;
- Determining the methods of serving warrants and the procedures for making arrests;
- Regulating the minimum training standards for police officers; and
- Providing technical and financial assistance to local police departments.

The New York State Police provide law enforcement on State highways and maintain five barracks or stations serving the Rome area. They are located in New Hartford, Remsen, Lee Center, Oneida, and Sylvan Beach. The State is also planning to open a new satellite office at the SUNY campus in Marcy near Utica (Bolton 1994).

The State maintains four correctional facilities in Oneida County that house approximately 5,400 inmates (R. Fischer; K. Perlman; K. Travis; J. Costello, personal communication, 1994). The superintendents of these facilities indicate that only 1 to 2 percent of their inmates are from Oneida County, while the majority are from New York City, and less than 1 percent are specifically from the Rome area (A. Pylman, personal communication, 1994).

Oneida County Sheriff's Department. In unincorporated county areas, the Oneida County Sheriff's Department is responsible for law enforcement, corrections, and some court services, such as transportation of inmates. The department enforces traffic laws, conducts criminal investigations, patrols rural and suburban areas, prepares evidence for trials, and conducts training courses for law enforcement and corrections officers. The department maintains its own firing range facility (L. Wood, personal communication, 1994).

The sheriff is the principal law enforcement officer for the county. The law enforcement and corrections sections of the department are each headed by a chief deputy sheriff. In 1993, the department had 266 full-time staff, including 74 sworn deputies and 142 correctional officers (216 sworn personnel) (Oneida County Sheriff's Office 1993). The sheriff's department presently maintains a county service level of 1.42 officers per 1,000 population based on an

estimated service area population of 152,199 persons. This is the county population less Rome (inside district) and Utica populations, which have their own police departments (Table 3.5-5).

Table 3.5-5

Police Protection in the Griffiss AFB Region (1993)

Service Characteristics	Oneida County Sheriff's Department	City of Rome (Inside District) Police Department	Griffiss AFB Security Police
Sworn Personnel	216	68	5
Population ¹	152,199	30,000	NA ²
Level of Service ³	1.42	2.27	NA
Number of Stations	2	1	2
Total Vehicles ⁴	77	38	48
Patrol Vehicles	16	35	7
Service Area (square miles)	1,220 ⁵	11.25	5.5

Notes:

- ¹County population does not include City of Rome inside district and Utica populations, which are served by separate police departments.
- ²NA = not applicable.
- ³Number of sworn officers or deputies per 1,000 population.
- ⁴Includes unmarked vehicles, jet skis, and boats.
- ⁵Total county area less Rome (inside district) and Utica, which are served by separate police departments.

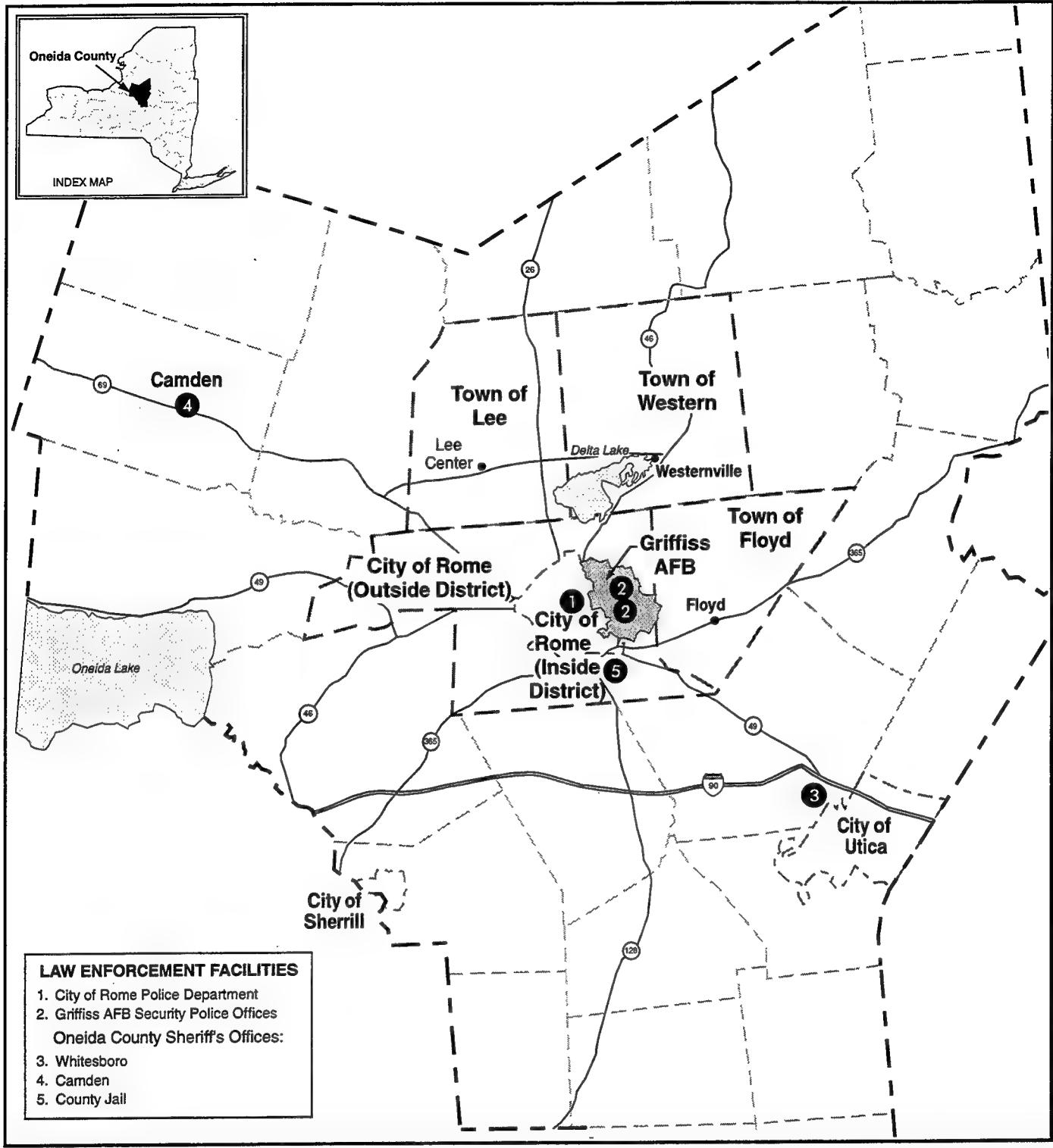
Sources: Personal communication with L. Pennara, P. Brockway, L. Wood, and P. Torak, 1994.

The department operates two stations that serve the Rome area, a main station in Whitesboro and a field office in Camden, as shown on Figure 3.5-2. These stations serve the unincorporated towns of Floyd, Lee, and Western, and the outside district of Rome (P. Brockway, personal communication, 1994).

The sheriff's department maintains a total fleet of 77 vehicles, including 16 patrol cars, covering a service area of 1,220 square miles (P. Brockway, personal communication, 1994). This service area estimate does not include the inside district of Rome or the City of Utica. The department also maintains a marine patrol of six boats and two jet skis for patrolling local lakes, such as Oneida Lake and Delta Lake (Duchow 1994g).

The Oneida County Sheriff's Department supports a main correctional facility on Judd Road in Rome. All arrestees are booked through central booking. As many as 50,000 bookings occur at this facility each year. Those unable to make bail after booking are sent to the Oneida County Jail where they undergo classification. Once classified, detainees may be housed at the county facility or one of the four State correctional facilities.

The county's correctional facility contains a total of 2,874 beds with an average inmate population of over 2,800 persons. Daily occupancy can often exceed the facility's permanent capacity, and the county is presently working to expand its jail facilities. The county is planning a \$29.5 million expansion of



LEGEND

- Oneida County
- (46) State Highway
- (865) Interstate Highway
- ① Law Enforcement Facility

Law Enforcement Facilities in the Griffiss AFB Region



Figure 3.5-2

its jail to increase inmate capacity by 571. Over 95 percent of the county jail's inmates are residents of Oneida County, with about 10 to 15 percent from the Rome area (Duchow 1994a,b,c,e; G. Washburn, personal communication, 1994).

County 911 System. Oneida County is in the process of installing a 911 system. This system is designed to create an integrated communication network for all police protection agencies throughout the county. An operating 911 system provides centralized dispatch and can assist emergency personnel and the public. It will have several sites for housing the 911 equipment, including a building adjacent to the Oneida County Airport. Since 1991, the county has levied a \$0.35 monthly fee on telephone bills to fund this system (Duchow 1994f; R. Meier, personal communication, 1995).

City of Rome Police Department. The City of Rome maintains its own police force. The department protects the Rome inside district and operates with a staff of 73 persons, including 68 sworn officers, 2 of which are also canine (K-9) officers (L. Pennara, personal communication, 1994). The city presently maintains a level of service of 2.27 sworn deputies per 1,000 population based on a 1993 population (inside district) of 30,000 persons. The department has a variety of community outreach programs.

The city police department has a fleet of 38 vehicles, including 35 patrol cars to service the 11.25 square miles of the Rome inside district. The city's jail can hold up to 8 persons. Those normally detained are from the Rome area (M. Ciccone, personal communication, 1994).

Griffiss Air Force Base Security Police. Protective services within the 5.5-square-mile boundary of Griffiss AFB are provided by the 416th Security Police Squadron. The law enforcement section provides resource protection for fixed structures. The security section guards the gates and patrols the base, including the flightline, protecting all assigned or attached aircraft. In addition, security support is provided for the weapons storage area, alert aircraft parking area, and correctional custody and confinement. Combat arms training and maintenance is also supplied by the 416th Security Police Squadron. The security police maintain a total staff of 436 officers with a small number assigned to base patrol duties. The squadron has 48 vehicles, 7 of which are used for patrolling the base (P. Torak, personal communication, 1994). The confinement facility has space for 12 prisoners. Upon request by mutual aid agencies, the squadron can provide dogs for the detection of drugs and bombs. They also can provide bomb disposal personnel (P. Torak, personal communication, 1994). Security functions are housed in two separate facilities near the center of the base.

Mutual aid is provided by the Griffiss AFB security police to the City of Rome Police Department, Oneida County Sheriff's Department, and the New York State Police.

Realignment Conditions

With realignment of Griffiss AFB, approximately 40 officers will continue to provide security for portions of the base area inhabited by military and civilian personnel (e.g., Rome Lab). These officers will be provided by a combination of the Department of Defense (DOD), the New York State Air National Guard, and local jurisdictions.

Although no universal standards are available to determine proper police protective patrol size, the Federal Bureau of Investigation recommends 2.0 officers per 1,000 population for large urbanized areas (U.S. Federal Bureau of Investigation 1992). In addition, the current level of service provided by local protective agencies can be used as a guide for anticipating future needs. The Oneida County Sheriff's Department presently provides a service level of 1.42 sworn officers (including correctional officers) per 1,000 population. Since the county's service area is mainly rural, the FBI standard does not directly apply. The installation of a 911 system would help maintain or improve county emergency response.

The population of Oneida County is projected to decline from 250,836 in 1993 to 241,459 in 1996 as a result of base realignment. Approximately 94,877 persons in 1996 would be living within incorporated cities that have their own police departments (Rome inside district and Utica). If the current sheriff service level is applied to the unincorporated portion of the county's projected 1996 population (146,582), the county would need 8 less deputy sheriffs in 1996 as a result of base realignment. This service level includes sworn deputies as well as correctional officers who are tasked with overseeing inmates throughout the county, including the City of Rome.

It is not anticipated that correctional facility staffing will be significantly affected by base realignment because base personnel who are arrested are detained on the base. The Oneida County Sheriff's Department may decide to increase its personnel in the future to handle the expected rise in jail population and overall county population (P. Brockway, personal communication, 1994). By the year 2016, it is forecast that 209 sworn officers would be needed to serve Oneida County based on a projected population of 147,444 (not including Utica or the inside district of Rome) with the No-Action Alternative.

The City of Rome presently has a service level of 2.27 officers per 1,000 population, which is above service levels recommended by the FBI for urban areas. Therefore, this level of service is considered acceptable for suburbanized areas in rural counties (L. Pennara, personal communication, 1994). Assuming the 1993 local levels of service per 1,000 population are acceptable parameters to be maintained, the demand for police protection services in the region would change, reflecting regional population changes (Table 3.5-6). The installation of a county 911 system would also help maintain or improve emergency response within Rome.

Based on 1993 service levels, the City of Rome inside district would need 7 fewer sworn officers following realignment, serving a population of 27,023 in 1996 (inside district only). Realignment of Griffiss AFB should not substantially affect the county's planned 911 system. Base realignment should not result in the loss of any police department dispatch personnel, although the City of Rome Police Department may experience some reorganization as an overall result of base realignment. By the year 2016, it is forecast that 61 sworn officers would be needed to serve the Rome inside district, based on a projected population of 27,074 residents with the No-Action Alternative.

Table 3.5-6

Police Protection Realignment Conditions (1996)

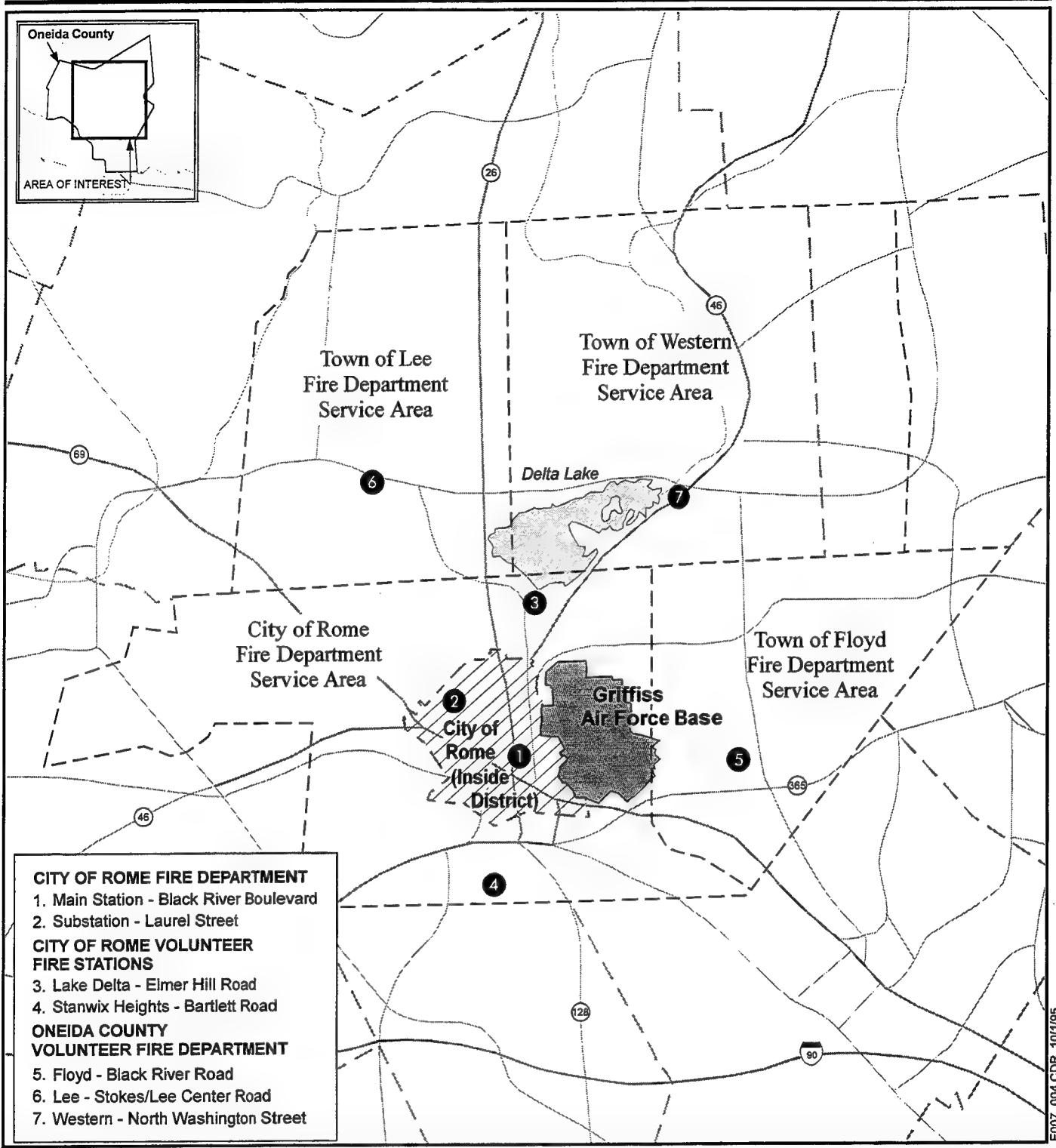
	Oneida County Sheriff's Department	City of Rome (Inside District) Police Department
Projected 1996 Population*	146,582	27,023
Projected Police Service Level	1.42	2.27
1996 Police Protection Requirements	208	61
1993 Level of Protection	216	68
Total Change in Police Protection	-8	-7

Note: *County population less Rome (inside district) and Utica populations, which have separate police service.

3.5.4 Fire Protection

Fire protection for the Griffiss AFB region is provided by the City of Rome Fire Department, five volunteer fire departments, and the 416th Civil Engineering Squadron Fire Protection Flight at Griffiss AFB. The locations of the service areas and stations of these fire departments are shown in Figure 3.5-3. Table 3.5-7 summarizes the number of stations, staffing, and vehicles maintained by each of these fire departments. Each fire department maintains mutual aid agreements with other fire departments to assist each other in times of emergencies.

Fire Protection Service Levels. There are two main measures of fire protection service. The first measure is the number of fire-fighters per 1,000 population. Another measure of overall fire protection is the Insurance Service Organization (ISO) rating system. The ISO regularly rates communities throughout the country as to their level of fire protection. ISO ratings are based on the level and type of service provided by local fire departments (i.e., volunteer versus paid), type and frequency of training received, level of urban development in the area, availability of adequate water supply, fire hydrant availability, and equipment pumping capacity. ISO ratings are on a 10-point scale with 1 being the highest (or best) level of protection and 10 being the lowest (or poorest) level of protection.



Fire Protection Facilities in the Griffiss AFB Region

Figure 3.5-3

Table 3.5-7
Fire Protection in the Griffiss AFB Region (1993)

	City of Rome Fire Stations¹	Oneida County Volunteer Fire Departments				Griffiss AFB
		Floyd	Lee	Western	Total	
Population Served	44,350	4,000	7,300	2,700	14,000	NA ²
Level of Service Per 1,000	3.36	18.75	6.16	33.33	15.00	NA
Fire Stations	4	1	1	1	3	NA
Fire-Fighters ³	149	75	45	90	210	53
ISO Rate ⁴	3/5	7	7	5/9	NA	NA
Aerial Ladder Truck	2	0	0	0	0	0
Engine	0	3	0	0	3	3
Tanker	0	3	1	1	5	2
Pumper	7	0	3	2	5	1
Rescue Unit	1	1	1	2	4	1
Brush Truck	0	0	1	0	1	0
Foam Truck	0	0	0	0	0	1
Reserve Unit	1	0	0	0	0	0
Hazardous Material Unit	0	0	0	0	0	1
Other Truck and Cars	5	0	1	0	1	10

Notes: ¹Includes 2 inside district fire department stations and 2 outside district volunteer fire stations.

²NA = Not applicable.

³Includes full-time active and volunteer staff.

⁴ISO = Insurance Service Organization. These rates indicate the level of fire protection and are on a 10-point scale, with 1 being the best level of protection. Dual rates show urban/rural rates.

Sources: F. Van Nammy, R. Swinney, M. Anania, E. Orris, D. Schwertfeger, and T. Endy, personal communications, 1994; W. Riley, personal communication, 1995.

ISO ratings are typically used to help establish specific fire rates for larger commercial, institutional, and industrial properties with a minimum required water flow for fire protection of 3,500 gallons per minute or less. In areas with piped water systems, the needed fire flow is determined by the size, construction, and occupancy of the buildings in the community. The *Grading Schedule for Municipal Fire Protection* provides a guideline for municipalities to classify their fire defenses and physical conditions. The gradings obtained under the schedule are then used in establishing base rates for fire insurance purposes. The Commercial Fire Rating Schedule evaluates public fire protection based on average conditions for which most communities are prepared (National Fire Protection Association 1991).

Recent Trends

Oneida County Emergency Services Office. The Oneida County Emergency Services Office coordinates fire protection services to all unincorporated areas in Oneida County. The county has 68 stations, 3 of which are volunteer located within 5 miles of the City of Rome (Table 3.5-7). These include volunteer fire departments based in the Town of Floyd to the east, the Town of Western to the northeast, and the Town of Lee to the northwest. The 3 volunteer fire departments outside the City of Rome provide a combined service level of 15.0 fire-fighters per 1,000 population. These service levels appear higher than those of the City of Rome (3.36 per 1,000) primarily

because these areas are served by all volunteer fire-fighters. The ISO recommends a service level of 2 fire-fighters per 1,000 population, which applies only to paid fire-fighters (S. Pickett, personal communication, 1994). These three town fire departments operate 5 pumbers, 4 rescue units, 5 tankers, 3 engines, and 1 brush truck (M. Anania, E. Orris, D. Schwertfeger, personal communications, 1994).

ISO rates for the three volunteer fire districts surrounding Griffiss AFB range from five to nine, although most of the area (the towns of Floyd and Lee) have an ISO rate of seven. These ISO rates reflect their rural nature and volunteer services and do not take into consideration the installation of a new water system in the Floyd and Lee areas, which has significantly improved regional fire protection (F. Van Nammy, personal communication, 1994).

County 911 System. The county is presently planning a new 911 system to create an integrated communication network for all fire protection agencies throughout the county (R. Duchow 1994f). For additional information on this system, see Section 3.5.3, Police Protection.

City of Rome Fire Department. The City of Rome Fire Department provides fire protection services for the City of Rome, including both the inside and outside districts. The department maintains a total of four fire stations. Two full-time, fully-staffed stations are located in the more urbanized inside district; the main station at 158 Black River Boulevard and a substation at 1004 Laurel Street. The RFD also maintains two small contract stations staffed mainly by volunteers in the more rural outside district; the Lake Delta station on Elmer Hill Road just south of Lake Delta, and the Stanwix Heights station on Bartlett Road, south of downtown Rome.

The City of Rome Fire Department provides full response to all emergency calls within the inside district. Emergency response in the inside district is handled by the main station and the Laurel Street substation. Response in the outside district is usually augmented by equipment and personnel from the inside district stations. The department maintains a total of 149 full-time paid, contract, and volunteer staff who provide a fire protection service level of 3.36 fire-fighters per 1,000 population (W. Riley, personal communication, 1995). The department also maintains a fleet of 16 vehicles, including 7 pumbers, 2 aerial ladder trucks, 1 rescue truck, and 1 reserve unit.

As of 1993, the Rome inside district had an ISO rating of three, while the outside district had a rating of five. These ratings reflect a variety of factors but are considered typical of similar urban and rural areas throughout the country (Insurance Service Organization 1994).

Griffiss Air Force Base Fire Department. The Griffiss AFB Fire Department serves the entire base property and is staffed by 67 personnel, 53 of whom are fire-fighters. All fire-fighters are trained in identification, containment, response and rescue techniques for hazardous materials. The base maintains two fire

stations. The department maintains a fleet of 18 vehicles, including 3 engines, 2 tankers, 1 rescue truck, 1 pumper, 1 hazardous materials unit, foam truck, and 10 other vehicles (T. Endy, personal communication, 1994).

Realignment Conditions

With the realignment of Griffiss AFB, a small fire protection staff will be established to continue serving the base property. This may include the hazardous materials team and foam trucks. Other potential impacts in the ROI resulting from changes in demand for fire protection services would result from population changes in the region as a result of base realignment.

In evaluating the adequacy of fire protection levels in any given area, major consideration must be given to a fire department's ability to handle efficiently any reasonably anticipated workload. This requires an evaluation of the possibility of fighting simultaneous fires, weather factors that may contribute to the spread of fire, the delay in response or the possibility of slow operation at the scene, and other demographic or geographic conditions that might affect the frequency of fire occurrence and the response time of initial fire-fighting units (National Fire Protection Association 1991).

Assuming the 1993 local levels of service are acceptable parameters to be maintained, the demand for fire protection services in the region would decrease due to the realignment of Griffiss AFB (Table 3.5-8). By 1996, the county would need 8 less volunteer fire-fighters in Floyd, Lee, and Western based on a projected population of 13,477 persons. However, the county may decide to increase or keep its level of service to maintain fire protection for the same area of responsibility.

Table 3.5-8

Fire Protection Realignment Conditions

	Volunteer Fire Department*	Rome Fire Department
Projected 1996 Population	13,477	39,949
Projected Fire Service Level	15.00	3.36
1996 Fire Protection Requirements	202	134
1993 Fire Protection Requirements	210	149
Total Change in Fire Protection	-8	-15

Notes: *Includes Floyd, Lee, and Western Volunteer Fire Departments.

Using current service levels, the City of Rome would need approximately 15 less fire-fighters in 1996, including contract and volunteer staff. If the base property were reused and local populations were increased, the city and neighboring towns may have to provide some additional staff to accommodate increased fire protection needs. By 2016, it is forecast that the city would

need approximately 134 fire-fighters to serve the projected 40,025 population with the No-Action Alternative.

Realignment of Griffiss AFB should not substantially affect the county's planned 911 system. However, the county's population would decrease by 3.7 percent as a result of base realignment, so county revenues, including telephone bill assessments to fund the 911 system, would also decrease. Base realignment should not result in the loss of any fire department dispatch personnel, although the City of Rome Fire Department may experience some reorganization.

3.5.5 Health Care

Recent Trends

Both the State of New York and Oneida County contain a variety of general and specialized medical facilities which employ a wide range of health professionals. One way to measure the approximate level of service for health care in a particular area is to compare the number of health professionals to the area's population. In Oneida County, 495 medical doctors (MDs), 145 dentists, 3,164 registered nurses (RNs), and 1,811 licensed practical nurses (LPNs) are licensed to practice, resulting in a 1994 health care level of service ratio of 2.05 MDs, 0.60 dentists, 13.10 RNs, and 7.50 LPNs per 1,000 population. The projected corresponding levels of services for the State of New York are 3.02 MDs, 0.82 dentists, 10.39 RNs, and 3.89 LPNs per 1,000 population (New York State Department of Health 1994; P. Lagere, personal communication, 1994). Table 3.5-9 compares health care service levels for the county to statewide figures. According to figures available from the New York State Department of Health, Oneida County has more nurses compared to the State as a whole, but fewer doctors and dentists.

Table 3.5-9
Health Care Personnel in New York and Oneida County (1994)

Job Classification	New York State	Oneida County	New York State*	Oneida County*
Medical Doctors	54,301	495	3.02	2.05
Dentists	14,700	145	0.82	0.60
Registered Nurses	186,979	3,164	10.39	13.10
Licensed Vocational Nurses	69,915	1,811	3.89	7.50

Note: *Per 1,000 people.

Source: P. Lagere, personal communication, 1994.

3.5.5.1 Military Health Care Services

Local military personnel and retirees have one on-base and four off-base health care facilities available at the present time. The military hospital nearest the 416th Medical Group hospital at Griffiss AFB is Keller Hospital at the

U.S. Military Academy in West Point, New York, approximately 160 miles south of the City of Rome. The U.S. Army Fort Drum Medical Clinic located at Fort Drum, near Watertown, New York, is approximately 55 miles north of the City of Rome. The nearest veterans medical facilities are the Veterans Medical Center in Syracuse, approximately 60 miles to the west and the Veterans Medical Center in Albany, approximately 90 miles to the southeast (L. Devine, personal communication, 1994). These facilities are described in Table 3.5-10, and their locations are shown in Figure 3.5-4.

Table 3.5-10

Health Care Facilities in the Griffiss AFB Region (1994)

Type of Facility/ Name of Health Care Facility	City/Town	Location From Rome		Number of Licensed Beds	Number of Medical Staff ¹	Accepts CHAMPUS
		Miles	Direction			
Military Facilities (New York)						
416th Medical Group Hospital	Griffiss AFB	1	East	75	53	Yes
Keller Hospital	West Point	160	Southeast	63	118	Yes
Fort Drum Medical Clinic	Watertown	55	North	0	40	Yes
Veterans Medical Center	Albany	90	Southeast	500	490	Yes
Veterans Medical Center	Syracuse	60	West	350	427	Pending ²
Civilian Facilities (Oneida County)						
Rome/Murphy Memorial Hospital	Rome	NA ³	NA	184	327	Yes
Faxton Hospital	Utica	11	Southeast	170	150	Yes
Mid-State Emergency Medical Services	Utica	10	Southeast	NA	NA	Yes
Mohawk Valley Psychiatric Center	Utica	9	Southeast	494	1,660	Yes
St. Elizabeth Hospital	Utica	10	Southeast	217	570	Yes
James Street Family Health Center	Utica	10	Southeast	0	4	Yes
St. Luke's Memorial Hospital Center	New Hartford	14	Southeast	414	605	Yes
Oneida City Hospital	Oneida	15	Southwest	276	338	Yes
Broadacres Psychiatric Center	Marcy	14	Southeast	261	ND ⁴	Yes

Notes: ¹Includes medical doctors, registered nurses, and licensed practical nurses.

²Waiting for approval of CHAMPUS application.

³NA = Not applicable

⁴ND = No data available

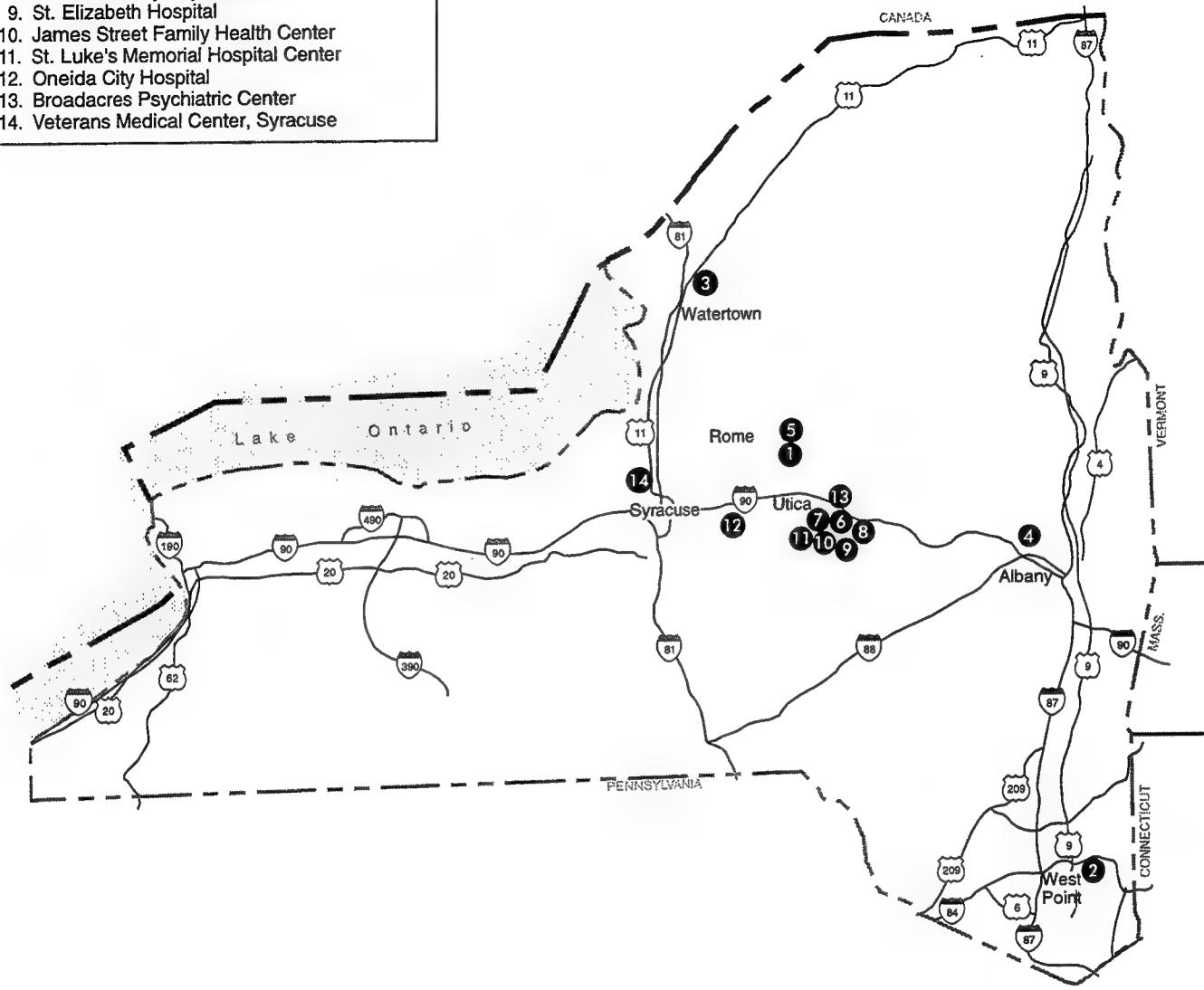
Sources: A. White, D. Roane, J. Kohler, L. Griffin, R. Berkley, D. Altdoerffer, M. Healy, C. Kotary, J. Daniels, D. Hart, personal communications, 1994.

In addition to military health services offered through military hospitals, military personnel and dependents have access to the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS). Families of military personnel also have the option to acquire specialty care through CHAMPUS or at other military hospitals through the Aeromedical Evacuation System.

CHAMPUS is a Department of Defense co-payment medical benefit plan that provides payment for specific medical services to eligible retired military personnel and dependents of active, retired, or deceased military personnel. CHAMPUS pays approximately three-quarters of the cost of medical services and is honored by hospitals, clinics, and doctors nationwide, including all health care facilities mentioned in this section. However, because of limitations and

MEDICAL FACILITIES

1. 416th Medical Group Hospital (Griffiss AFB)
2. Keller Hospital at the U.S. Military Academy
3. Fort Drum U.S. Army Medical Clinic
4. Veterans Medical Center, Albany
5. Rome/Murphy Memorial Hospital
6. Faxton Hospital
7. Mid-State Emergency Medical Services
8. Mohawk Valley Psychiatric Center
9. St. Elizabeth Hospital
10. James Street Family Health Center
11. St. Luke's Memorial Hospital Center
12. Oneida City Hospital
13. Broadacres Psychiatric Center
14. Veterans Medical Center, Syracuse



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LEGEND

- Interstate Highway
- U.S. Highway
- Medical Facility

Selected Medical Facilities in New York



Figure 3.5-4

coverage constraints offered by CHAMPUS, retired military personnel are encouraged to supplement this health care plan with secondary coverage. For dependents of active duty personnel ranked below E-5, a \$50 deductible is paid per year for each family member, not to exceed \$100 per year. An 80 percent reimbursement is paid for all outpatient care, and 100 percent reimbursement is paid for inpatient care, except for a \$9.30 charge per day. For retirees and dependents of active personnel ranked E-5 or above, the deductible is \$150 per person, not to exceed \$300 per family. Reimbursement for all service is 75 percent. People over 65 are not eligible for CHAMPUS and must use their Medicare benefits (J. Comorski, personal communication, 1994).

Griffiss Air Force Base Hospital. The 416th Medical Group operates a 75-bed hospital facility on Griffiss AFB (J. Comorski, personal communication, 1994). The hospital employs 230 military and 56 civilian workers, including 12 doctors, 4 physician assistants, 4 dentists, 34 registered nurses, and 3 licensed practical nurses (L. Shields, personal communication, 1994). The Griffiss AFB pharmacy provides prescriptions to eligible patients.

The hospital offers a range of services and specialties including primary care, emergency, flight medicine, physical exams, obstetrics and gynecology (OB/GYN), pediatrics, internal medicine, general surgery, physical therapy, extended care, optometry, and mental health. The dental clinic, located in the main hospital, provides general dentistry services for active duty military personnel. Dental care is also available for eligible family members of active duty military personnel along with retirees, all on a space-available basis. The 416th Medical Group Hospital has a mutual aid agreement with Rome City Hospital in the event of an emergency. In addition, the two hospitals coordinate patient care to prevent problems with medical treatments, prescriptions, and insurance billing (J. Comorski, personal communication, 1994).

Other Military Medical Facilities. In addition to Griffiss AFB Hospital, local military personnel, their eligible dependents, and retired military personnel in Oneida County are presently served by four military medical facilities, West Point, Fort Drum, and the Veterans Centers in Syracuse and Albany, as shown in Figure 3.5-4.

Keller Hospital, located at the U.S. Military Academy in West Point, New York, is a 63-bed facility serving cadets, active duty and retired military personnel, and their eligible dependents. The medical staff is comprised of 35 MDs, 49 RNs, and 34 LPNs. Services include primary care, family practice, internal medicine, prescriptions, and X-ray. The hospital also has alcohol and drug, and mental health treatment programs, administered by one MD, one psychiatrist, and a social worker. Auxiliary services rendered either on a part-time basis or provided through contract arrangements include audiology, allergy, oral surgery, respiratory therapy, urology, magnetic resonance imaging, and computerized tomography scans. Specialty clinics located at Keller Hospital include ear, nose, and throat, dermatology, optometry and ophthalmology, podiatry, orthopedics, surgery, OB/GYN, and pediatrics. Wards include the intensive care

unit, medical-surgical, OB/GYN, and same-day surgery. Other facilities include the Cadet Health Clinic and the Stewart Armed Forces Health Clinic. The current average daily occupancy is 31 percent (D. Roane, personal communication, 1994).

Fort Drum Medical clinic has 40 physicians and is located at Fort Drum, near Watertown, New York. Services provided include family practice, OB/GYN, pediatrics, orthopedics, and 24-hour urgent care. Urgent care is staffed by two physicians on the day shift until 8 p.m., and up to two physicians at night. Internal medicine, cardiology, and gastroenterology services are provided through contract arrangements with preferred provider organization (PPO) physicians. Fort Drum provides services to active duty and retired personnel as well as their eligible dependents (J. Kohler, personal communication, 1994).

The Veterans Medical Center at Syracuse, New York, is a 300-bed facility with an additional 50 skilled nursing beds. The medical center employs approximately 150 MDs, 200 RNs, and 65 LPNs. The facilities and services include medical surgical, neurology, psychiatry, intermediate beds, and rehabilitation medicine. The daily average census is 166. The medical center also operates and staffs the clinic located at Griffiss AFB. The medical center has applied for CHAMPUS, but approval has not been received yet.

The Veterans Medical Center at Albany, New York, is a 400-bed facility with an additional 100 skilled nursing facility beds. The medical center employs a full-time staff of 60 MDs, 320 RNs, and 110 LPNs, and maintains an active staff of 600 volunteers. The facilities and services include 50 specialty clinics offering primary care and general medical-surgical, psychiatry, cardiology and cardiac rehabilitation, dental, veterans readjustment center, adult day care center, hospital-based home care unit, respiratory, hospice, two intensive care units, a comprehensive cancer center, radiation therapy center, prosthetics, occupational and vocational rehabilitation programs for veterans, a women's veterans program, former prisoner of war program, homeless veterans program, and a Persian Gulf family program. The daily average occupancy is 78 percent for acute beds, and 85 percent for skilled nursing facility beds. The required percent of occupancy for both acute and skilled nursing facility beds is 85 percent. The medical center also operates and staffs the veterans outpatient follow-up clinic at Elizabethtown Community Hospital. Veterans treated at the Elizabethtown clinic utilize the Veterans Medical Center, Albany for hospitalization. CHAMPUS is not accepted at the medical center nor the outpatient clinic; however, the Department of Veterans Affairs (VA) is implementing CHAMPUS as a pilot program into the VA system (L. Devine, personal communication, 1994).

3.5.5.2 Community Health Care Services

Oneida County is served by nine health facilities, including five civilian hospitals, one emergency medical services resource, one outpatient clinic, and two psychiatric centers. The five main civilian hospitals in the Griffiss AFB area are the Rome/Murphy Memorial Hospital, Faxton Hospital, St. Elizabeth

Hospital, St. Luke's Memorial Hospital Center, and Oneida City Hospital. St. Elizabeth Hospital also operates the James Street Family Health Center, an outpatient clinic located in the City of Utica. Mental health services are provided by the Broadacres Psychiatric Center and Mohawk Valley Psychiatric Center. The following sections describe each civilian health care facility in Oneida County.

The Rome/Murphy Memorial Hospital is the primary medical care facility in the Rome area. The city took over ownership of the Rome Hospital in 1887, and later consolidated the Rome Hospital and the Murphy Memorial Hospital in 1940. It is presently a public medical facility licensed for 184 beds and provides comprehensive medical care including radiology, pediatrics, and gynecology. The main facility supports four satellite facilities in Rome and the surrounding area (D. Burns, personal communication, 1994). The hospital treats over 22,000 patients each year and maintains a staff of 454 full-time and 270 part-time workers (Hendrickson 1994a,b).

The medical staff includes 90 MDs, 187 RNs, and 50 LPNs. The average daily occupancy is 81 percent. The hospital provides comprehensive medical services, including primary care, internal medicine, OB/GYN, pediatrics, and radiology. The hospital and its four satellite facilities accept CHAMPUS (C. Bleau, personal communication, 1994).

In May 1994, the city submitted a certificate of need application to the Central New York Health Systems Agency to convert the hospital to a private, not-for-profit facility. The action was approved and the hospital's ownership will shift to a private board of directors, rather than a public, city-owned facility (A. White, personal communication, 1994; Hendrickson 1994a,b).

Faxton Hospital is located in Utica, and is licensed for 170 beds. The medical staff includes 150 MDs. The average daily occupancy is 90 percent. Facilities include an emergency room, regional oncology center, and a hearing and speech center. Services include ambulatory surgery, inpatient surgery, and medical-surgical. Faxton Hospital also accepts CHAMPUS (L. Griffin, personal communication, 1994).

St. Elizabeth Hospital is located in Utica, and is licensed for 217 beds, including 155 medical-surgical, 21 intensive care, and 17 OB/pediatric beds. The medical staff is comprised of 200 MDs, 250 RNs, and 120 LPNs. The average daily occupancy is 90 percent. The hospital offers a wide array of services, including medical-surgical, intensive care, coronary care, OB/GYN, pediatrics, and psychiatric care. In addition, the hospital operates nine offsite medical facilities; eight of which are located in Utica, and one in Barneveld. The hospital also accepts CHAMPUS (R. Berkley, personal communication, 1994).

The James Street Family Health Center is associated with St. Elizabeth Hospital and is located in Utica. This facility is an outpatient clinic. The medical staff is comprised of 2 full-time MDs and 2 RNs. The clinic offers a wide array of

medical services, and accepts CHAMPUS (M. Pine, personal communication, 1994).

St. Luke's Memorial Hospital Center is located in New Hartford, approximately 14 miles southeast of Rome, and is licensed for 414 beds. The medical staff is comprised of 170 active and courtesy MDs and over 300 RNs and 135 LPNs. The average daily occupancy is 99 percent. The hospital offers a wide array of medical services, including internal medicine, emergency, trauma, x-ray, computerized tomography, cardiology, intensive care unit, coronary care unit, ambulatory surgery, and physical therapy. Facilities include two adult dental clinics, children's clinic, a neonatal facility, and a 32-chair regional dialysis center. The hospital operates three outpatient primary care centers in New Hampshire, Booneville, and Barneveld. The hospital also accepts CHAMPUS (D. Altoerffer, personal communication, 1994). For information on mental health services, refer to the discussion of the Broadacres facility.

Oneida City Hospital is located in Oneida, approximately 15 miles southwest of Rome, and is licensed for 274 beds, including 101 acute care, 162 skilled nursing, and 11 ventilator beds. The medical staff is comprised of 50 MDs, 175 RNs, and 113 LPNs. The average daily occupancy is 85 percent. The hospital offers a wide array of medical services, and provides outpatient care at the offsite clinic located in Camden. Oneida City Hospital also accepts CHAMPUS (M. Healy, personal communication, 1994).

Oneida is one of 16 counties in the State that has a high proportion of psychiatric/mental health care patients and related facilities (*Daily Sentinel* 1994a). The State is now focusing on community-based or dispersed mental health care facilities, so it is unlikely the State will fund construction of large, new, centralized psychiatric facilities. In the future, the county could expect to add residential and community-based care facilities as the State seeks to treat mental health patients closer to where they reside. The Central New York Health Systems Agency recently approved an application from St. Luke's Hospital to replace the aging Broadacres critical care nursing facility, which has 168 beds (Hendrickson 1994g).

Broadacres Psychiatric Center is located in Marcy, approximately 14 miles east of Rome. The facility is licensed for 261 beds with an average daily occupancy of 90 percent. Broadacres currently offers a wide array of mental health services and accepts CHAMPUS. This facility is scheduled for realignment in the fall of 1996 and will become part of St. Luke's Hospital. St. Luke's will add 160 skilled nursing beds in a separate building on the existing site to house the displaced nursing patients. The facility will continue to treat veterans (C. Kotary, personal communication, 1994; Hendrickson 1994g). In September 1994, St. Luke's Hospital took over management of the Broadacres facility (Hendrickson 1994j).

Mohawk Valley Psychiatric Center is located in Utica, and is licensed for 494 beds. The medical staff includes 60 physicians and the facility employs in excess of 1,600 clinical and support personnel. The average daily occupancy

is 95 percent. The center provides intermediate and long-term psychiatric care, but does not provide alcohol or substance abuse services. The Rome/Murphy Memorial Hospital provides medical services to Mohawk Valley Psychiatric Center clients.

Mid-State Emergency Medical Services coordinates ambulance service in Oneida County and is located in Utica. It has no full-time professional medical staff and accepts CHAMPUS (D. Hart, personal communication, 1994).

Realignment Conditions

The VA in June 1995 opened a clinic in the base hospital to provide active duty personnel and their eligible dependents with outpatient care and primary medical care prior to and following realignment. It is expected that CHAMPUS will be available. The VA will begin serving the medical needs of veterans at the clinic 60 to 90 days after it begins serving active duty personnel. Approximately 90 days after servicing of veterans begins, retirees will be serviced on a space-available basis. The clinic will probably employ six to seven doctors and nurses to provide direct care in the short term (Duchow 1995). Eventually, a skilled nursing facility will be operated on the second floor and approximately 100 medical personnel will be employed at the clinic. Approximately 5,000 retirees currently reside in the Griffiss AFB area (Table 3.3-2).

Civilian medical facilities in Oneida County, specifically in the cities of Rome, Utica, New Hartford, Oneida, and Marcy, will be able to provide adequate medical, dental, and emergency services for area retirees and their dependents. In addition, the average occupancy of area hospitals indicates that hospital beds will be available based on existing or future planned expansions.

Since the Central New York Health Systems Agency approved the City of Rome's certificate of need application, the number of Rome critical care (skilled nursing) beds will increase from 40 to 80. The City of Rome has estimated that hospital conversion costs will be approximately \$20 million (Hendrickson 1994c).

All civilian public medical facilities in the county accept the CHAMPUS medical plan. However, because of limitations and coverage constraints of CHAMPUS, retired military personnel are encouraged to supplement this health care plan with secondary coverage.

3.6 PUBLIC FINANCE

The financial characteristics of the potentially affected local jurisdictions surrounding Griffiss AFB are discussed in this section. Local jurisdictions include Oneida County, the City of Rome, and the Rome City School District. Recent trends are presented first, followed by a discussion of the effects associated with base closure (the No-Action Alternative) and the period before reuse.

3.6.1 Oneida County

Recent Trends

The Board of Legislators is the governing body of Oneida County, which has powers expressly granted to it by the New York State Legislature. Among other duties, it approves the county budget, sets tax rates, approves contracts, and determines if a proposition to issue bonds should be submitted to the voters. The County Comptroller is the chief fiscal accounting and auditing officer for the county and serves a 4-year term. Government resources are allocated to and accounted for in individual funds based on the purposes for which they are to be spent, and the means by which spending activities are controlled. Most governmental functions are financed through governmental funds, such as the general fund, special revenue fund, and debt service fund. The Oneida County fiscal year runs from January 1 to December 31.

The general fund includes all financial transactions related to revenues and expenditures for delivery of those services provided by the county, which are not accounted for in other funds. Special revenue funds are used to account for revenues derived from specific revenue sources, such as government grants, that are legally restricted to finance special activities. The debt service fund is used to account for the accumulation of resources and the subsequent disbursement of such resources to pay principal, interest, and related costs on general long-term debt. The following sections discuss revenues and expenditures of the general, special revenue, and debt service funds.

Revenues. The key sources of 1993 revenues in Oneida County are non-property tax items, real property taxes, Federal aid, and State aid (Table 3.6-1).

Non-property tax items revenue, the largest source of revenue, consists primarily of sales tax. The county sales tax is 8 percent, 4 percent of which goes to the State of New York. Prior to September 1, 1992, the county imposed a 3 percent sales tax. Oneida County shares the sales tax collections with the cities of Utica, Rome, and Sherrill and with unincorporated towns and villages in Oneida County. Effective September 1, 1993, the county imposed a 4 percent sales tax. The sharing formula for the 3 percent sales tax remained the same. The additional 1 percent of sales tax is shared in a similar manner. The additional 1 percent sales tax expires on November 30, 1995, unless otherwise extended (Oneida County 1993a,b,c,d; Duchow 1994h).

Real property taxes were the second largest revenue for 1993 and the largest source for 1991 and 1992. Real property taxes are levied by December 31 of the year prior to the year of collection and attached as an enforceable lien on January 1. The Oneida County Tax Office is the county appraisal authority under the State's property tax codes for the assessment of all property. Oneida County assumes enforcement responsibility for all taxes levied in the towns and special districts and for unpaid county taxes in the cities of Rome and Utica. Total property value on the 1993 county tax roll was approximately

Table 3-6-1

Onalda County Revenues, Expenditures, and Fund Equity
General, Special Revenue, and Debt Service Funds for Fiscal Years 1991 Through 1993*

	Total			General Fund			Special Revenue Fund			Debt Service Fund		
	1991	1992	1993	1991	1992	1993	1991	1992	1993	1991	1992	1993
REVENUES												
Real Property Taxes	\$36,107,661	\$38,559,938	\$39,210,189	\$36,107,661	\$38,539,938	\$39,210,189	\$0	\$0	\$0	\$0	\$0	\$0
Real Property Tax Items	\$1,850,969	\$2,537,589	\$2,768,215	\$1,880,969	\$2,557,589	\$2,788,215	\$0	\$0	\$0	\$0	\$0	\$0
Non-Property Tax Items	\$26,986,657	\$31,069,812	\$42,923,607	\$26,986,657	\$31,069,812	\$42,923,607	\$0	\$0	\$0	\$0	\$0	\$0
Departmental Income	\$9,909,115	\$11,876,100	\$12,207,175	\$9,909,115	\$11,876,100	\$12,207,175	\$6,784,289	\$6,976,296	\$6,207,000	\$6,111,811	\$6,230,879	\$0
Intergovernmental Charges	\$12,050,396	\$13,393,587	\$13,157,302	\$9,676,800	\$10,392,240	\$10,358,810	\$2,383,596	\$3,001,347	\$2,756,492	\$0	\$0	\$0
Use of Money and Property	\$6,688,463	\$850,591	\$855,514	\$880,457	\$628,650	\$732,513	\$16,878	\$18,028	\$17,938	\$5,801,128	\$203,913	\$105,063
Licenses and Permits	\$23,025	\$25,861	\$30,294	\$30,294	\$21,133	\$23,424	\$3,392	\$4,748	\$6,870	\$0	\$0	\$0
Fines and Forfeitures	\$650,233	\$544,868	\$440,138	\$550,233	\$544,868	\$440,138	\$0	\$0	\$0	\$0	\$0	\$0
Sales of Property and Compensation for Loss	\$868,742	\$146,698	\$140,881	\$865,177	\$146,295	\$106,667	\$23,865	\$44,020	\$34,214	\$0	\$0	\$0
Misellaneous Local Sources	\$93,051	\$679,951	\$779,401	\$701,894	\$445,023	\$203,501	\$271,167	\$234,928	\$375,900	\$0	\$0	\$0
Interfund	\$832,603	\$979,492	\$988,850	\$90	\$0	\$0	\$832,603	\$979,492	\$885,850	\$0	\$0	\$0
State Aid	\$32,711,474	\$31,120,802	\$38,632,400	\$30,320,632	\$28,424,904	\$35,633,698	\$2,390,842	\$2,695,898	\$3,008,704	\$0	\$0	\$0
Federal Aid	\$31,349,299	\$35,898,268	\$34,931,181	\$29,839,025	\$33,315,252	\$32,254,096	\$2,020,274	\$2,581,096	\$4,233,708	\$0	\$0	\$0
Total Revenues:	\$161,181,688	\$167,661,544	\$186,862,147	\$142,241,253	\$162,829,973	\$170,801,152	\$13,145,307	\$14,627,688	\$18,955,932	\$5,801,128	\$203,913	\$105,063
EXPENDITURES												
General Government Support	\$14,160,068	\$15,254,131	\$16,862,547	\$12,090,958	\$13,548,786	\$12,801,923	\$2,058,275	\$2,405,597	\$3,263,180	\$0	\$10,775	\$46,611
Education	\$4,038,428	\$4,556,224	\$5,612,903	\$4,038,428	\$4,556,224	\$5,612,903	\$0	\$0	\$0	\$0	\$0	\$40,581
Public Safety	\$14,019,876	\$14,701,846	\$17,831,269	\$13,806,044	\$14,405,979	\$17,908,447	\$303,832	\$295,867	\$322,822	\$0	\$0	\$0
Health	\$11,117,788	\$11,765,763	\$15,237,205	\$11,117,788	\$11,765,763	\$15,237,205	\$0	\$0	\$0	\$0	\$0	\$0
Transportation	\$8,204,189	\$8,241,630	\$8,462,210	\$8,243,189	\$8,467,350	\$8,462,210	\$0	\$0	\$0	\$0	\$0	\$0
Economic Assistance and Opportunity	\$87,795,792	\$92,220,842	\$97,703,315	\$85,418,767	\$88,176,420	\$94,596,471	\$2,377,025	\$3,044,422	\$3,110,844	\$0	\$0	\$0
Culture and Recreation	\$883,014	\$823,018	\$798,028	\$853,014	\$823,019	\$798,029	\$0	\$0	\$0	\$0	\$0	\$0
Home and Community Services	\$6,445,368	\$5,742,756	\$6,331,150	\$1,638,561	\$1,641,133	\$1,803,987	\$3,805,807	\$4,101,803	\$4,527,183	\$0	\$0	\$0
Debt Service	\$6,495,750	\$7,927,340	\$7,339,250	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Principal	\$5,303,385	\$4,430,888	\$3,716,115	\$1,437,765	\$1,151,134	\$726,185	\$0	\$0	\$0	\$0	\$0	\$0
Interest	\$157,523,609	\$165,864,419	\$180,387,993	\$132,888,678	\$138,760,791	\$162,423,777	\$14,232,778	\$15,649,953	\$17,594,455	\$10,372,155	\$11,253,675	\$10,368,781
Total Expenditure:	\$3,668,079	\$4,997,126	\$6,474,164	\$9,372,577	\$14,069,182	\$18,377,378	-\$1,133,471	-\$1,022,295	-\$1,639,523	-\$4,571,027	-\$11,049,782	-\$10,284,698
Excess (Deficiency) of Revenues Over Expenditures:												
OTHER SOURCES (USES):												
Proceeds of Bonds and Notes	\$1,686,000	\$0	\$3,425,693	\$1,586,000	\$0	\$2,978,877	\$0	\$0	\$446,716	\$0	\$0	\$0
Operating Transfers In	\$10,410,770	\$7,965,200	\$9,133,655	\$7,693,407	\$10,000	\$47,500	\$2,361,521	\$2,463,744	\$2,361,626	\$7,279,842	\$5,491,556	\$7,304,429
Participation in Debt Service-External Sources	\$2,644,480	\$1,297,500	\$1,202,011	\$2,226,206	\$0	\$0	\$0	\$0	\$0	\$2,644,480	\$1,297,689	\$1,202,011
Pension Credits	\$28,246	\$492,801	\$477,359	\$430,121	\$420,731	\$30,020	\$62,680	\$56,828	\$1,246,996	\$0	\$0	\$0
Total Other Sources (Uses):	\$13,736,953	\$11,001,909	\$13,739,787	\$11,666,063	\$9,756,913	\$12,174,785	\$1,320,890	\$1,279,428	\$1,299,938	\$226,322	\$6,788,145	\$8,805,440
Excess (Deficiency) of Revenues and Other Sources over Expenditures and Other Uses:												
Fund Equity, Beginning of Year	\$5,637,096	\$2,832,311	\$2,063,067	\$7,751,431	\$9,826,937	\$6,072,547	\$1,136,077	\$993,267	\$1,250,390	\$0	\$6,001,369	\$1,759,090
Residual Equity	\$266,616	\$18,338	\$355,098	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$18,338	\$355,098
Fund Equity, End of Year	\$689,658	\$2,083,087	\$5,855,016	\$7,684,284	\$6,072,647	\$4,677,281	\$993,267	\$1,250,390	\$911,805	\$0	\$6,001,369	\$1,759,090
Sources: Onalda County 1990, 1991 a,b.												
*Fund Balance, Beginning of Year and Fund Balance, and End of Year numbers may not match due to accounting adjustments made after the financial audits were prepared.												

\$7.17 billion (excluding exemptions) with an assessed value of \$4.3 billion. The county tax rate during this period was \$6.40 per \$1,000 assessed valuation. (Oneida County 1992; C. Pasiac, personal communication, 1994).

The New York State Constitution permits Oneida County to levy taxes up to 1.5 percent of the 5-year average full assessed valuation of taxable real property for general governmental services other than the payment of principal and interest on long-term debt. As of December 31, 1993, Oneida County utilized approximately 54 percent of its constitutional tax limit (Oneida County 1993).

State and Federal aid for Oneida County were also major sources of revenues for 1991, 1992 and 1993. State aid received includes auto registration fees and community supervision and corrections revenues. Federal aid sources include revenues for public assistance to households with children and for children in institutions (Aid to Families with Dependent Children) and various grant programs (T. Wareham, personal communication, 1994).

Expenditures. The major expenditures for Oneida County are economic assistance and opportunity, general government support, and public safety (Table 3.6-1).

The largest county expenditures within economic assistance and opportunity is for social and economic assistance programs, including Aid to Families with Dependent Children and Medicaid. The second largest county expenditure is for general government support. Included in this classification are financial and administrative operations, information systems department, human resources, and county clerk. Public safety expenditures include costs for the county jail, juvenile services, the probation department, and the Sheriff's Department, which is the principal law enforcement agency for the county.

Analysis. Oneida County revenues, expenditures, and fund equity from 1991 to 1993 are summarized in Table 3.6-1. General, special revenues, and debt service funds are listed separately and combined. Total columns are presented only to facilitate financial analysis. Such data are not comparable to a consolidation. Total revenues for 1993 were \$186,862,147 and expenditures were \$180,387,993.

The top revenue and expenditure categories are listed in Table 3.6-2. Real property taxes, accounting for approximately 22 percent of all revenues, was \$36,107,661 in 1991 and \$38,539,938 in 1992. However, in 1993 non-property tax items became the largest source of revenue at 23 percent or \$42,923,607. The largest percentage of expenditures, approximately 55 percent, was for economic assistance and opportunity; \$87,795,792 in 1991, \$92,220,842 in 1992, and \$97,707,315 in 1993.

Table 3.6-3 outlines debt service, current expenses, and fund equity. Current expenses are total expenditures less debt service (the payment of principal and interest on borrowed funds). The end-of-year fund equity, as a percentage of

operation expenses in 1993, was 3.46 percent. This is an increase over the 1991 and 1992 percentages of -0.46 and -1.35 percent, respectively.

Table 3.6-2

**Oneida County, Comparison of Revenues and Expenditures
1991 Through 1993**

	1991		1992		1993	
	Total (\$)	Percentage of Totals	Total (\$)	Percentage of Totals	Totals (\$)	Percentage of Totals
REVENUES						
Real Property Taxes	\$36,107,661	22.40%	\$38,539,938	22.99%	\$39,210,189	20.98%
Non-Property Tax Items	\$26,986,657	16.74%	\$31,069,812	18.53%	\$42,923,607	22.97%
State Aid	\$32,711,474	20.29%	\$31,120,802	18.56%	\$38,632,400	20.67%
Federal Aid	\$31,849,299	19.76%	\$35,896,258	21.41%	\$34,931,181	18.69%
Other Revenues	\$33,536,597	20.81%	\$31,034,734	18.51%	\$31,164,770	16.68%
Total Revenues:	\$161,191,688	100.00%	\$167,661,544	100.00%	\$186,862,147	100.00%
EXPENDITURES						
Economic Assistance and Opportunity	\$87,795,792	55.74%	\$92,220,842	55.67%	\$97,707,315	54.17%
General Government Support	\$14,160,008	8.99%	\$15,254,131	9.21%	\$16,852,547	9.34%
Public Safety	\$14,109,876	8.96%	\$14,701,846	8.87%	\$17,831,269	9.88%
Other Expenditures	\$41,457,933	26.32%	\$43,487,600	26.25%	\$47,996,862	26.61%
Total Expenditures:	\$157,523,609	100.00%	\$165,664,419	100.00%	\$180,387,993	100.00%

Table 3.6-3

**Oneida County Debt Service, Current Expense, and End-of-Year Fund Equity
1991 Through 1993**

Fiscal Year	Total Expenditures	Debt Service ¹	Current Expense ²	End-of-Year Fund Equity	Fund Equity as Percent of Current Expense
1991	\$157,523,609	\$11,799,145	\$145,724,464	-\$669,658	-0.46%
1992	\$165,664,419	\$12,358,198	\$153,306,221	-\$2,063,067	-1.35%
1993	\$180,387,993	\$11,055,365	\$169,332,628	\$5,855,016	3.46%

Notes: ¹Debt service is the payment of principal and interest on borrowed funds.

²Current expense is total expenditures less debt service.

Oneida County generally borrows funds on a long-term basis for the purpose of financing the purchase of land and equipment and the construction and improvements of buildings. This policy allows the debt to be repaid by present and future taxpayers receiving the benefit of the capital assets. The bonds are backed by the full faith and credit of the county. The county had utilized approximately 13 percent of its statutory debt limit as of December 31, 1993.

Realignment Conditions

The realignment of Griffiss AFB, along with the subsequent loss of direct base employees and their dependents and the secondary job losses in the

community, will result in a reduction in the amount of revenues immediately available to Oneida County. The revenues of general, special revenue, and debt service funds will decrease slightly due to small decreases in population, personal income, and total employment in the county. Expenditures will decrease slightly at the time of base realignment due to decreases in population in the area, but total expenditures are not expected to decrease to pre-realignment levels. The cutback in costs of some required services because of the decrease in population will probably be offset by an increase in the costs of basic municipal services.

Assuming continued small increases in tax revenue and limited increases in government services provided, realignment condition projections (Table 3.6-4) reflect small decreases in revenues and expenditures. Revenues are expected to be \$182,510,000 in FY 1994, \$180,502,000 in FY 1995, and \$181,306,000 in FY 1996. Expenditures are expected to decrease to \$178,458,000 in FY 1994, \$177,269,000 in FY 1995, and \$177,373,000 in FY 1996.

It is likely in the short term following base realignment that small increases in county taxes and lower service levels would be required to maintain a balanced fiscal position in the event that no reuse option is implemented at Griffiss AFB. Nevertheless, it is anticipated that Oneida County would achieve a positive fiscal position of approximately \$3,236,000 (excess of revenues over expenditures) in 2016 (Figure 3.6-1).

3.6.2 City of Rome

Recent Trends

The City of Rome is given various powers in regulating and directing the affairs of the city and its inhabitants, including the funding of basic municipal services, common council priorities, and community goals. The City of Rome's fiscal year runs from January 1 to December 31.

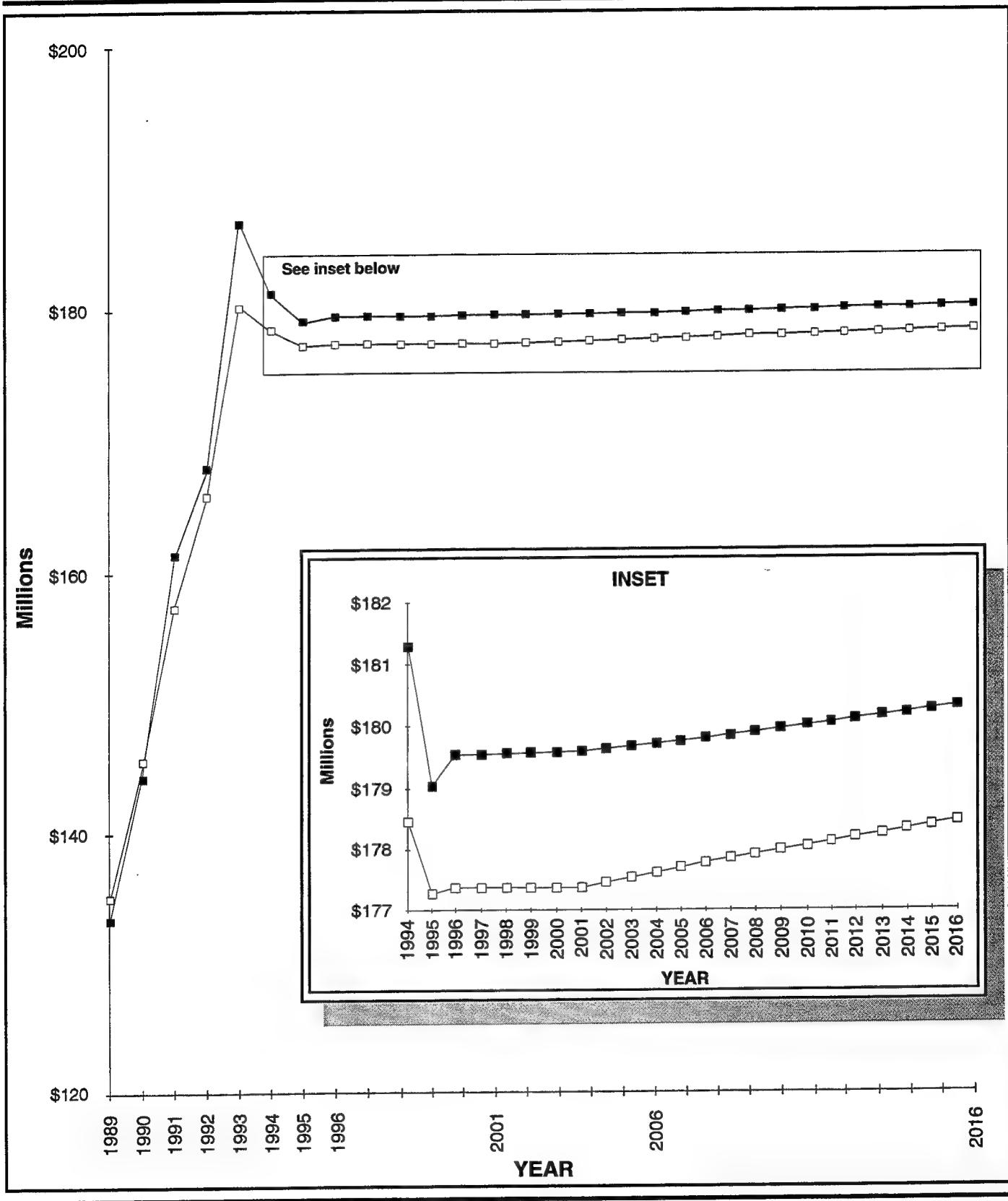
Most governmental balances of the city's expendable financial resources and related current liabilities are accounted for through governmental funds. Services provided by the City of Rome are funded through the city's general, special revenue, and capital funds. The general fund is the principal operating fund and includes all operations not required to be recorded in other funds. The inside and outside districts of the City of Rome are accounted for separately in the general fund. The special revenue fund is used to account for the proceeds of specific revenue sources that are legally restricted to expenditures for specific purposes. The capital fund is used to account for financial resources to be used for the acquisition or construction of major capital facilities. The following sections describe the major revenues and expenditures of the city (City of Rome 1988-90, 1991a, 1992b, 1993).

Revenues. Primary funding in the City of Rome is provided by property taxes, non-property tax items, and State and local aid.

Table 3.6-4

**Oneida County Projected Revenues, Expenditures, and Fund Equity,
1994 Through 1996
General, Special Revenue, and Debt Service Funds
No-Action Alternative**

	1994	1995	1996
REVENUES			
Real Property Taxes	\$38,318,707	\$37,744,395	\$37,744,395
Real Property Tax Items	\$2,705,277	\$2,664,731	\$2,664,731
Non-Property Tax Items	\$41,947,697	\$41,318,994	\$41,318,994
Departmental Income	\$11,464,539	\$11,237,930	\$11,338,972
Intergovernmental Charges	\$11,582,517	\$11,981,341	\$12,435,029
Use of Money and Property	\$820,711	\$771,962	\$773,422
Licenses and Permits	\$30,080	\$30,526	\$31,662
Fines and Forfeitures	\$527,857	\$519,946	\$519,946
Sales of Property and Compensation for Loss	\$1,613,131	\$1,799,115	\$2,033,939
Miscellaneous Local Sources	\$733,800	\$732,363	\$739,713
Interfund	\$875,130	\$887,442	\$892,103
State Aid	\$37,754,055	\$37,188,205	\$37,188,205
Federal Aid	\$34,136,987	\$33,625,349	\$33,625,349
Total Revenues:	\$182,510,490	\$180,502,299	\$181,306,459
EXPENDITURES			
General Government Support	\$16,660,967	\$16,537,548	\$16,537,548
Education	\$5,549,096	\$5,507,989	\$5,507,989
Public Safety	\$17,628,563	\$17,497,976	\$17,497,976
Health	\$15,063,989	\$14,952,399	\$14,952,399
Transportation	\$8,860,328	\$8,794,693	\$8,794,693
Economic Assistance and Opportunity	\$96,596,580	\$95,881,019	\$95,881,019
Culture and Recreation	\$788,957	\$783,113	\$783,113
Home and Community Services	\$6,259,178	\$6,212,811	\$6,212,811
Debt Service			
Principal	\$7,706,213	\$8,091,523	\$8,496,099
Interest	\$3,344,504	\$3,010,053	\$2,709,048
Total Expenditures:	\$178,458,373	\$177,269,124	\$177,372,695
Excess (Deficiency) of Revenues Over Expenditures:	\$4,052,117	\$3,233,175	\$3,933,764
OTHER SOURCES (USES)			
Proceeds of Bonds and Notes	\$1,147,139	\$1,376,566	\$1,506,880
Operating Transfers In	\$10,134,710	\$9,824,339	\$9,609,715
Participation in Debt Service-External Sources	\$1,651,583	\$1,921,780	\$1,743,509
Pension Credits	\$264,617	\$317,540	\$316,113
Operating Transfers Out	-\$13,734,286	-\$13,356,464	-\$13,113,680
Total Other Sources (Uses):	-\$536,238	\$83,760	\$62,535
Excess (Deficiency) of Revenues and Other Sources Over Expenditures and Other Uses:	\$3,515,878	\$3,316,936	\$3,996,300
Fund Equity, Beginning of Year	\$5,855,016	\$9,535,681	\$13,015,625
Residual Equity	\$164,787	\$163,008	\$195,609
Fund Equity, End of Year	\$9,535,681	\$13,015,625	\$17,207,534



**Oneida County
No-Action Alternative
Fiscal Projections**

Figure 3.6-1

Property taxes are a governmental levy based on the market value of privately owned property. Collection of property taxes for the city is performed under contract by the Oneida County Assessor. Taxes are used as a source to pay the general obligation debt and to support the general fund. Property tax rates per \$1,000 of assessed value are summarized in Table 3.6-5 (Oneida County 1994b).

Table 3.6-5

**City of Rome Property Tax Rates (Per \$1,000 of Assessed Value)
Fiscal Years 1991 Through 1994**

Governmental Unit	1991	1992	1993	1994*
Oneida County	\$37.86	\$42.67	\$43.23	\$6.40
City of Rome				
Inside District	\$75.69	\$102.87	\$93.27	\$13.81
Outside District	\$38.82	\$57.47	\$58.47	\$8.75
Rome City School District	\$86.33	\$96.98	\$103.55	\$116.95

Note: *The 1994 tax rates for Oneida County and the City of Rome inside district were lower because of county property reassessments.

Sources: J. Nash, personal communication, 1994; Oneida County 1994b.

The city's property tax is levied each January 1 on the assessed value for all real estate and personal property located in the city. Based on the certified appraisal roll of July 20, 1993, the adjusted value for the city's roll was \$108.57 million for fiscal year 1994 (City of Rome 1993a).

Property tax rates for the City of Rome are divided into inside district and outside district rates to differentiate between the levels of service provided to those areas of the city. The 1994 tax rate for the inside district is \$0.1381 per \$1,000 valuation, which, due to county property reassessments, is 85 percent less than the 1993 rate of \$0.9327. The city formed an enterprise fund solid waste refuse district with user fees to replace the current property tax assessment per household for solid waste disposal (City of Rome 1992a). The budgeted user fees for FY 1993 totalled \$1.8 million. If the district had not been created, the \$1.8 million would have been included in the 1993 tax levy.

Non-property taxes are the second largest revenue, with sales tax being the greatest share. Sales taxes are taxes placed on items at the time of their purchase within the particular jurisdiction. The sales tax is 8.25 percent in Rome and 8 percent in the rest of Oneida County (Table 3.6-6). The extra 0.25 percent tax is valid from September 1, 1990 to August 31, 2000, and is dedicated to debts of the Rome/Murphy Memorial Hospital. The City of Rome also receives that part of the county sales tax collected within the city (B. Glasso, personal communication, 1994; Duchow 1994).

State and local aid is the third largest revenue. This aid includes such items as State revenue sharing, mortgage tax, court security, transit operation, youth programs, and juvenile aid. State revenue sharing was by far the largest portion of State and local aid at approximately 71 percent of the total.

Table 3.6-6

City of Rome Sales Tax Rates (1993)

Governmental Unit	Rate
State of New York	\$0.04
Oneida County	\$0.04
City of Rome	\$0.0025
Total:	\$0.0825

Sources: C. Pasiac, personal communication, 1994; R. Duchow 1994h.

Expenditures. The major expenditure categories for the City of Rome are public safety, transportation, and employee benefits. Public safety consists of police and fire salaries, other services, commodities, indirect costs, expense refunds, and capital outlay. Transportation items include street lighting, engineering, public works, and maintenance of streets and bridges. The city typically spends 12 to 15 percent annually on employee benefits, including medical, vision, and dental care (J. Nash, personal communication, 1994). In addition, employee benefits include retirement, social security, and unemployment insurance.

Analysis. The City of Rome revenues, expenditures, and fund balance for FYs 1991 through 1993 are summarized in Table 3.6-7. General, special revenue, and capital funds are listed separately and combined. Total columns are presented only to facilitate financial analysis, and are not comparable to a budget consolidation. Total revenues increased 7.2 percent over the past 3 years, from \$25,302,437 in 1991 to \$27,116,901 in 1993. During this same period, total expenditures increased from \$28,015,604 in 1991 to \$28,925,940 in 1993, an increase of 3.3 percent.

Major revenue and expenditure categories for the City of Rome are listed in Table 3.6-8. The largest revenue is real property taxes, which was 38.7 percent in 1991, 47.2 percent in 1992, and 44.7 percent in 1993. Property taxes have recently been reassessed, which could result in future property tax rates being lowered.

The largest percentage of expenditures is for public safety. Public safety totaled \$7,042,154 in 1991 and \$7,907,629 in 1993. Several expenditures decreased from 1991 to 1993. Economic assistance and opportunity decreased 67.7 percent, home and community services decreased 53.0 percent, culture and recreation decreased 25.7 percent, and public health decreased 32.2 percent. Several city government positions have been eliminated to reduce municipal costs (City of Rome 1993b).

Table 3.6-9 outlines debt service, current expenses, and fund balances for the city for FYs 1991 through 1993. Current expense is total expenditures less debt service and capital outlay. A fund balance at the beginning of the year is the residual nonrestricted funds brought forward from the previous year's ending fund balance. The fund balance as a percentage of operating expense

Table 3-6-7

City of Rome Revenues, Expenditures, and Fund Balances
General, Special Revenue, and Capital Funds for Fiscal Years 1991 Through 1993*

	Total		General Fund			Special Revenue Fund			Capital Fund			
	1991	1992	1993	1991	1992	1993	1991	1992	1993	1991	1992	1993
REVENUES												
Real Property Taxes	\$9,785,610	\$13,176,978	\$12,127,874	\$9,785,610	\$13,176,978	\$12,127,874	\$0	\$0	\$0	\$0	\$0	\$0
Other Tax Items	\$522,697	\$632,428	\$670,709	\$522,697	\$632,428	\$670,709	\$0	\$0	\$0	\$0	\$0	\$0
Nonproperty Tax Items	\$5,034,477	\$6,629,813	\$5,034,477	\$5,498,120	\$6,629,813	\$5,498,120	\$6,629,813	\$6,629,813	\$6,629,813	\$0	\$0	\$0
Departmental Income	\$1,271,718	\$1,271,718	\$1,271,718	\$1,204,143	\$1,125,846	\$1,204,143	\$1,204,143	\$1,125,846	\$1,204,143	\$0	\$0	\$0
Intergovernmental Charges	\$219,685	\$216,223	\$247,751	\$219,685	\$216,223	\$247,751	\$216,223	\$247,751	\$216,223	\$0	\$0	\$0
Use of Money and Property	\$653,551	\$638,901	\$587,800	\$682,123	\$586,343	\$582,111	\$582,111	\$586,343	\$582,111	\$0	\$0	\$0
Licenses and Permits	\$47,688	\$48,002	\$57,411	\$47,688	\$48,002	\$57,411	\$47,688	\$48,002	\$57,411	\$0	\$0	\$0
Fines and Forfeitures	\$80,249	\$72,423	\$67,886	\$80,249	\$72,423	\$67,886	\$80,249	\$72,423	\$67,886	\$0	\$0	\$0
Sale of Property and Compensation for Loss	\$106,174	\$45,229	\$9,363	\$106,174	\$45,229	\$9,363	\$106,174	\$45,229	\$9,363	\$0	\$0	\$0
Miscellaneous	\$762,470	\$303,627	\$214,591	\$738,178	\$303,627	\$203,341	\$738,178	\$303,627	\$203,341	\$0	\$0	\$0
Interfund Revenues	\$139,053	\$558,322	\$592,409	\$139,053	\$558,322	\$692,409	\$139,053	\$558,322	\$692,409	\$0	\$0	\$0
State and Local Aid	\$4,878,445	\$4,027,352	\$3,882,301	\$4,375,986	\$3,551,578	\$3,742,987	\$4,375,986	\$3,551,578	\$3,742,987	\$70,076	\$20,614	\$0
Federal Aid	\$1,739,610	\$1,424,154	\$1,493,450	\$140,000	\$165,265	\$154,010	\$140,000	\$165,265	\$154,010	\$1,255,889	\$1,313,440	\$0
Total Revenues:	\$26,302,437	\$27,813,738	\$27,116,801	\$22,876,083	\$26,980,385	\$26,544,712	\$1,557,061	\$1,426,635	\$1,425,490	\$788,293	\$507,718	\$146,699
EXPENDITURES												
General Government Support	\$2,737,173	\$2,857,129	\$3,373,680	\$2,737,173	\$2,764,459	\$2,855,545	\$2,737,173	\$2,764,459	\$2,855,545	\$0	\$0	\$0
Public Safety	\$7,042,154	\$7,629,324	\$7,907,629	\$6,847,065	\$7,629,324	\$7,907,629	\$6,847,065	\$7,629,324	\$7,907,629	\$0	\$0	\$0
Public Health	\$48,911	\$32,277	\$43,167	\$48,911	\$32,277	\$43,167	\$48,911	\$32,277	\$43,167	\$0	\$0	\$0
Transportation	\$5,858,178	\$6,829,687	\$6,236,381	\$3,594,687	\$3,592,807	\$2,780,035	\$3,594,687	\$3,592,807	\$2,780,035	\$0	\$0	\$0
Economic Assistance and Opportunity	\$221,747	\$308,620	\$71,616	\$36,908	\$104,772	\$71,616	\$36,908	\$104,772	\$71,616	\$184,839	\$203,848	\$0
Culture and Recreation	\$2,574,836	\$2,233,935	\$1,914,349	\$2,100,212	\$1,772,662	\$1,913,586	\$2,100,212	\$1,772,662	\$1,913,586	\$0	\$0	\$0
Home and Community Services	\$3,246,323	\$3,273,160	\$1,525,660	\$1,908,288	\$2,083,743	\$201,981	\$1,908,288	\$2,083,743	\$201,981	\$1,189,417	\$1,323,679	\$0
Employee Benefits	\$3,397,124	\$4,185,739	\$3,988,386	\$3,397,124	\$4,185,739	\$3,988,386	\$3,397,124	\$4,185,739	\$3,988,386	\$0	\$0	\$0
Debt Services	\$2,878,958	\$3,228,525	\$3,137,252	\$2,878,958	\$3,228,525	\$3,137,252	\$2,878,958	\$3,228,525	\$3,137,252	\$0	\$0	\$0
Miscellaneous/Other Uses	\$20,200	\$0	\$738,820	\$20,200	\$0	\$738,820	\$20,200	\$0	\$738,820	\$0	\$0	\$0
Total Expenditures:	\$28,015,604	\$29,578,356	\$28,925,940	\$23,569,486	\$25,394,108	\$23,628,000	\$1,501,494	\$1,393,266	\$1,416,679	\$2,944,624	\$2,791,023	\$3,881,261
Excess (Deficiency) of Revenue Over Expenditures:	-\$2,713,167	-\$1,664,688	-\$1,809,039	-\$693,403	\$566,277	\$1,916,712	\$55,567	\$32,370	\$8,811	-\$2,175,331	-\$2,283,305	-\$3,734,562
OTHER SOURCES (USES)												
Proceeds of Obligations	\$2,163,656	\$0	\$6,719,300	\$32,656	\$0	\$1,349,300	\$0	\$0	\$0	\$2,131,000	\$0	\$5,370,000
Interfund Transfers Sources (From)	\$66,428	\$411,665	\$273,792	\$251,665	\$160,200	\$22,689	\$0	\$0	\$0	\$41,739	\$160,000	\$113,592
Interfund Transfers Uses (To)	-\$66,428	-\$813,138	-\$787,011	-\$66,428	-\$61,660	-\$675,000	\$0	-\$41,031	-\$101,811	\$0	-\$10,447	-\$110,200
Retirement System Credits	\$0	\$608,783	\$0	\$0	\$226,092	\$0	\$0	\$0	\$0	\$0	\$22,691	\$0
Bond Anticipation Notes Redeemed from Appro	\$0	\$21,250	\$106,984	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$21,250	\$106,984
Total Other Sources (Uses):	\$2,163,656	\$128,480	\$6,313,065	-\$33,772	-\$144,003	\$934,500	\$22,689	-\$41,031	-\$101,811	\$2,174,739	\$3,13,494	\$5,480,378
Excess (Deficiency) of Revenues and Other Sources over Expenditures and Other Uses	-\$549,511	\$1,535,198	\$4,504,026	-\$627,176	\$442,274	\$2,851,212	\$78,256	-\$8,661	-\$93,000	-\$4592	-\$1,959,811	\$1,755,814
Fund Balance, Beginning of Year	\$1,846,014	\$1,621,079	\$884,881	\$1,063,321	\$626,122	\$1,767,396	\$249,405	\$327,661	\$319,000	\$543,288	\$768,296	-\$1,201,515
Residual Equity Transfer	\$0	\$800,000	\$0	\$58,976	\$800,000	\$0	\$0	\$0	\$0	-\$98,976	\$0	\$0
Adjustments to Fund Balance	\$0	\$0	-\$765,891	\$0	\$0	-\$765,891	\$0	\$0	\$0	\$0	\$0	\$0
Fund Balance, End of Year	\$1,296,503	\$884,881	\$4,623,016	\$626,122	\$1,767,396	\$3,852,717	\$327,661	\$319,000	\$226,000	\$443,720	-\$1,201,515	\$544,299

Sources: City of Rome 1992, 1993a,b.

*Fund Balance, Beginning of Year and Fund Balance, and End of Year numbers may not match due to accounting adjustments made after the financial audits were prepared.

in FY 1993 was 17.9 percent, compared to 3.4 percent in 1992 and 5.2 percent in 1991. The large increase in fund balance to current expenses in FY 1993 is most likely a result of recent city actions, such as staff layoffs and service reductions (B. Glasso, personal communication, 1994).

Table 3.6-8

**City of Rome, Comparison of Revenues and Expenditures
Fiscal Years 1991 Through 1993**

	1991		1992		1993	
	Total (\$)	Total (%)	Total (\$)	Total (%)	Total (\$)	Total (%)
REVENUES						
Real Property Taxes	\$9,785,610	38.67%	\$13,176,978	47.21%	\$12,127,874	44.73%
Non-Property Tax Items	\$5,034,477	19.90%	\$5,498,120	19.70%	\$6,629,813	24.45%
State and Local Aid	\$4,879,445	19.28%	\$4,027,352	14.43%	\$3,862,301	14.24%
Other Revenues	\$5,602,905	22.15%	\$5,211,288	18.66%	\$4,496,913	16.58%
Total Revenues:	\$25,302,437	100.00%	\$27,913,738	100.00%	\$27,116,901	100.00%
EXPENDITURES						
Public Safety	\$7,042,154	25.14%	\$7,629,324	25.79%	\$7,907,629	27.34%
Transportation	\$5,848,178	20.87%	\$5,829,687	19.71%	\$6,235,381	21.56%
Employee Benefits	\$3,397,124	12.13%	\$4,185,739	14.15%	\$3,988,386	13.78%
Other Expenditures	\$11,728,148	41.86%	\$11,933,646	40.35%	\$10,794,544	37.32%
Total Expenditures:	\$28,015,604	100.00%	\$29,578,396	100.00%	\$28,925,940	100.00%

Table 3.6-9

**City of Rome Debt Service, Current Expense, and End-of-Year Fund Balance
1991 Through 1993**

Year	Total Expenditures	Debt Service ¹	Current Expense ²	End-of-Year Fund Balance	Fund Balance as Percentage of Current Expense
1991	\$28,015,604	\$2,878,958	\$25,136,646	\$1,296,503	5.16%
1992	\$29,578,396	\$3,228,525	\$26,349,871	\$884,881	3.36%
1993	\$28,925,940	\$3,137,252	\$25,788,688	\$4,623,016	17.93%

Notes: ¹Debt service is the payment of principal and interest on borrowed funds.

²Current expense is total expenditures less debt service and capital outlay.

As of December 31, 1993, the City of Rome had a total indebtedness of \$53,199,700. Of this amount, \$16,094,050 was subject to the constitutional debt limit and represented approximately 28 percent of the statutory limit (City of Rome 1993a,b).

Realignment Conditions

Base realignment will result in a slight reduction of revenues available to the city due to declining population and employment. A larger reduction in expenditures because of a decrease in city services is expected. With the realignment of Griffiss AFB, it is projected that revenues in FYs 1994 through 1996 would decrease by 3.1 percent, primarily due to the expected decline in population, income, and employment (Table 3.6-10). Expenditures during the same period are expected to decrease from \$26,956,000 in 1994 to \$26,759,000 in 1996, a reduction of 0.7 percent. This will produce a positive excess of revenues over expenditures and maintain a positive ending fund balance.

Following base realignment, small increases in city taxes and lowered service levels may be required to maintain a positive fiscal position with the No-Action Alternative. However, it is anticipated that this scenario would generate a positive fiscal position of approximately \$354,000 in 2016 as shown in Figure 3.6-2.

3.6.3 Rome City School District

Recent Trends

The Rome City School District was created by State legislation, which designates the school board as the governing authority. School board members are elected by the qualified voters of the district. The board is responsible for all fiscal matters.

The Rome City School District fiscal year runs from July 1 to June 30. The general, special revenue, and debt service funds, which are governmental funds, account for all or most of the school district's general activities. The general fund is the general operating fund of the school district. The special revenue fund includes the school lunch fund, risk retention fund, and special aid fund. The debt service fund accounts for taxes and other revenues used for the purpose of retiring bond principal and interest (P. Pelton, personal communication, 1994).

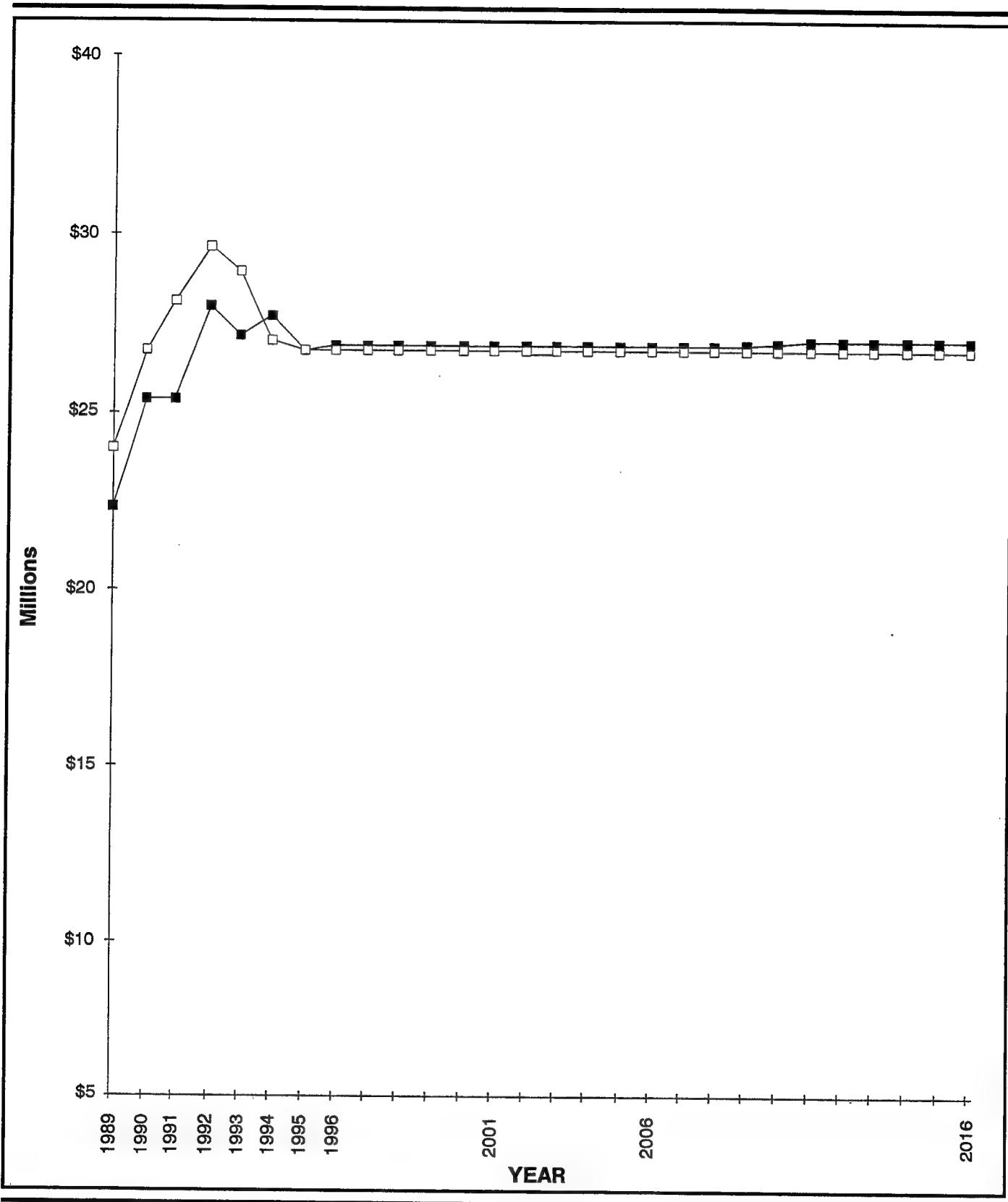
Revenues. Revenues, expenditures, and fund balances for these governmental funds are listed in Table 3.6-11. District revenues have increased by 1.3 percent over the past 3 years, from \$55,223,347 in 1991 to \$55,931,636 in 1993.

State sources have been the most significant revenue for the district. The importance of State sources has decreased in recent years, from 63.3 percent in 1990 to 57.3 percent in 1993. The State shares costs with all school districts based on a formula established by real estate values and modified each year by the State legislature. Through the equalization principle, the State aids all districts inversely according to their wealth. Wealthy districts receive a minimum, and poorer districts may receive up to 90 percent of their operating

Table 3.6-10

City of Rome Projected Revenues, Expenditures, and Fund Balances, 1994 Through 1996
General, Special Revenue, and Capital Funds
No-Action Alternative

	1994	1995	1996
REVENUES			
Real Property Taxes	\$12,368,235	\$11,869,382	\$11,869,382
Other Tax Items	\$535,681	\$514,076	\$514,076
Nonproperty Tax Items	\$6,222,905	\$5,971,914	\$5,971,914
Departmental Income	\$1,083,976	\$1,091,957	\$1,076,278
Intergovernmental Charges	\$241,436	\$242,306	\$233,478
Use of Money and Property	\$560,382	\$554,057	\$574,669
Licenses and Permits	\$52,898	\$48,476	\$48,567
Fines and Forfeitures	\$55,205	\$54,582	\$56,612
Sale of Property and Compensation for Loss	\$8,788	\$8,434	\$8,434
Miscellaneous	\$304,114	\$344,855	\$385,931
Interfund Revenues	\$429,928	\$526,886	\$516,408
State and Local Aid	\$4,256,366	\$4,048,673	\$4,055,780
Federal Aid	\$1,573,738	\$1,498,447	\$1,523,212
Total Revenues:	\$27,693,654	\$26,774,044	\$26,834,741
EXPENDITURES			
General Government Support	\$3,270,149	\$3,206,289	\$3,206,289
Public Safety	\$7,664,962	\$7,515,279	\$7,515,279
Public Health	\$32,149	\$31,521	\$31,521
Transportation	\$6,044,031	\$5,926,002	\$5,926,002
Economic Assistance and Opportunity	\$69,418	\$68,063	\$68,063
Culture and Recreation	\$1,855,602	\$1,819,365	\$1,819,365
Home and Community Services	\$1,478,841	\$1,449,962	\$1,449,962
Employee Benefits	\$3,865,992	\$3,790,496	\$3,790,496
Debt Service	\$2,675,171	\$2,840,744	\$2,952,130
Total Expenditures:	\$26,956,316	\$26,647,720	\$26,759,107
Excess (Deficiency) of Revenues Over Expenditures:	\$737,337	\$126,323	\$75,635
OTHER FINANCING SOURCES (USES)			
Proceeds of Obligations	\$2,632,201	\$3,158,641	\$2,934,760
Other Sources	\$134,398	\$75,746	\$42,029
Interfund Transfers Sources	\$308,417	\$354,764	\$365,307
Interfund Transfers Uses	-\$483,192	-\$573,233	-\$664,144
Bond Anticipation Notes Redeemed from Appropriations	\$69,540	\$45,201	\$29,380
Total Other Financing Sources (Uses):	\$2,661,364	\$3,061,119	\$2,707,333
Excess (Deficiency) of Revenues and Other Financing Sources Over Expenditures and Other Financing Uses:	\$3,398,701	\$3,187,442	\$2,782,968
Fund Balances, Beginning	\$4,623,016	\$8,021,717	\$11,209,160
Fund Balances, Ending	\$8,021,717	\$11,209,160	\$13,992,127



—■— Total Revenues
—□— Total Expenditures

**City of Rome
No-Action Alternative
Fiscal Projections**

Figure 3.6-2

Table 3.6-11

Rome City School District Revenues, Expenditures, and Fund Balances

	General, Special Revenue, and Debt Service Funds						Debt Service Fund					
	Total 1991	1992	1993	1991	1992	1993	1991	1992	1993	1991	1992	1993
REVENUES												
Real Property Taxes	\$15,222,165	\$17,039,068	\$18,025,475	\$15,222,165	\$17,039,068	\$18,025,475	\$0	\$0	\$0	\$0	\$0	\$0
Charges for Services	\$204,061	\$306,020	\$413,311	\$204,061	\$306,020	\$413,311	\$0	\$0	\$0	\$0	\$0	\$0
Use of Money and Property	\$327,104	\$457,022	\$484,287	\$266,845	\$427,855	\$333,846	\$2,761	\$7,878	\$6,805	\$57,498	\$21,289	\$153,616
Sale of Property and Compensation for Loss	\$57,428	\$65,284	\$36,858	\$53,723	\$65,284	\$36,858	\$3,705	\$0	\$0	\$0	\$0	\$0
Miscellaneous	\$378,149	\$716,388	\$694,036	\$279,451	\$716,388	\$249,646	\$98,698	\$0	\$0	\$444,390	\$0	\$0
State Sources	\$34,961,463	\$32,705,587	\$32,019,694	\$34,369,466	\$31,975,690	\$31,408,637	\$891,997	\$729,897	\$611,057	\$0	\$0	\$0
Federal Sources	\$3,633,865	\$4,152,607	\$3,844,204	\$1,939,670	\$1,811,164	\$1,507,374	\$1,694,195	\$2,341,453	\$2,336,830	\$0	\$0	\$0
Sales	\$439,112	\$433,374	\$403,791	\$0	\$0	\$0	\$439,112	\$433,374	\$403,791	\$0	\$0	\$0
Total Revenues:	\$55,223,347	\$55,876,350	\$55,931,636	\$52,335,381	\$52,341,459	\$51,975,147	\$2,830,468	\$3,512,602	\$3,802,873	\$57,498	\$21,289	\$153,616
EXPENDITURES												
General Support	\$5,826,578	\$5,962,303	\$6,823,430	\$5,409,826	\$5,522,762	\$6,324,119	\$416,762	\$439,541	\$499,311	\$0	\$0	\$0
Instruction	\$32,248,149	\$34,275,847	\$36,309,268	\$30,642,517	\$31,967,413	\$33,802,770	\$1,605,632	\$2,308,434	\$2,506,498	\$0	\$0	\$0
Pupil Transportation	\$1,885,338	\$1,929,602	\$2,154,227	\$1,885,338	\$1,929,602	\$2,154,227	\$0	\$0	\$0	\$0	\$0	\$0
Employee Benefits	\$8,453,625	\$10,186,850	\$10,109,680	\$8,292,633	\$9,996,541	\$9,890,285	\$160,992	\$190,309	\$219,395	\$0	\$0	\$0
Debt Service	\$4,074,964	\$918,799	\$750,143	\$4,074,964	\$918,799	\$750,143	\$0	\$0	\$0	\$0	\$0	\$0
Cost of Sales	\$531,225	\$524,260	\$506,722	\$0	\$0	\$0	\$531,225	\$524,260	\$506,722	\$0	\$0	\$0
Other Expenditures	\$11,261	\$10,648	\$15,430	\$0	\$0	\$0	\$11,251	\$10,648	\$15,430	\$0	\$0	\$0
Total Expenditures:	\$53,031,130	\$53,808,309	\$56,668,900	\$50,305,278	\$50,335,117	\$52,921,544	\$2,725,852	\$3,473,192	\$3,747,356	\$0	\$0	\$0
Excess (Deficiency) of Revenues Over Expenditures:	\$2,192,217	\$2,067,041	-\$737,264	\$2,030,103	\$2,006,342	-\$946,397	\$104,616	\$39,410	\$56,517	\$57,498	\$21,289	\$153,616
OTHER SOURCES (USES):												
Interfund Transfers In	\$100,000	\$165,000	\$134,522	\$100,000	\$65,000	\$60,000	\$0	\$100,000	\$74,522	\$0	\$0	\$0
Interfund Transfers Out	-\$100,000	-\$165,000	-\$149,270	-\$100,000	-\$89,270	-\$89,270	\$0	\$0	-\$100,000	-\$65,000	-\$60,000	-\$60,000
Retirement System Credits	\$112,747	\$59,447	\$59,368	\$112,747	\$59,447	\$59,368	\$0	\$0	\$0	\$0	\$0	\$0
Total Other Sources (Uses):	\$112,747	\$59,447	\$44,620	\$212,747	\$24,447	\$30,098	\$0	\$100,000	\$74,522	-\$100,000	-\$65,000	-\$60,000
Excess (Deficiency) of Revenues and Other Sources over Expenditures and Other Uses	\$2,304,964	\$2,126,488	-\$692,644	\$2,242,850	\$2,030,789	-\$916,299	\$104,616	\$139,410	\$130,039	-\$42,502	-\$43,711	\$93,616
Beginning Fund Balance:	\$2,072,957	\$4,377,921	\$6,504,409	\$1,897,190	\$4,140,040	\$6,170,829	\$66,755	\$171,371	\$310,781	\$109,012	\$66,510	\$22,799
Ending Fund Balance:	\$4,377,921	\$6,504,409	\$5,811,766	\$4,140,040	\$6,170,829	\$5,264,530	\$171,371	\$310,781	\$440,820	\$66,510	\$22,799	\$116,416

Sources: Rome City School District 1991, 1992, 1993.

expenses. The State shares expenses up to a ceiling set by the legislature. Local districts wishing to spend more than this ceiling must finance the additional costs themselves.

As State revenues have become a less significant source, the Rome City School District has relied increasingly on local sources for funding. Real property taxes have increased from 27.6 percent in 1991 to 32.2 percent in 1993. The most significant local revenue source is the real property tax, which is levied annually on the assessed value of all local properties. In 1993, the district collected \$18 million in local property taxes compared to \$15.2 million in 1991, an 18.4 percent increase. Other local revenues sources include interest on deposits, profits from athletic and special events, and other student-related activities. Sales taxes are not a revenue source for the district.

The third most important revenue source is Federal revenue, including funding for school lunches and vocational education. Federal aid increased 14.3 percent from 1991 to 1992, but decreased 7.4 percent from 1992 to 1993. Federal impact aid, through the Public Law (P.L.) 81-874 program, provides funds to school districts with Federal installations such as military bases and post offices, which are exempt from local property taxes. Funds are supplied by the U.S. Department of Education to the local school board based on the number of students whose parents live or work at a Federal installation. P.L. 81-874 funds comprised over 80 percent of all Federal aid received in 1993 and 4.4 percent of all district revenues in 1993 (P. Pelton, personal communication, 1994).

Expenditures. The district is responsible for providing instructional personnel, instructional facilities, administrative support, business services, operation and maintenance services, and bus transportation for students within its jurisdiction. The largest expenditure is for instruction. From 1991 to 1993, total district expenditures increased from \$53,031,130 to \$56,668,900, or 6.9 percent.

The second largest expenditure category for the district is employee benefits. This category includes medical, dental, optometry, and orthodontic expenses incurred by district personnel. These costs have increased from \$8,453,625 to \$10,109,680, or 19.6 percent. In 1993, benefits represented 17.8 percent of all district expenditures.

As of June 30, 1993, the total outstanding indebtedness of the school district was \$21,713,467. Of this amount, \$11,562,000 was subject to the constitutional debt limit, which represented approximately 27 percent of its statutory debt limit.

Realignment Conditions

With realignment of Griffiss AFB, student enrollment will decline as a result of base-related personnel reductions. Federal and State revenues will also be expected to decline. Table 3.6-12 provides projections of district revenues and expenditures based on the Griffiss AFB drawdown. Federal revenues are

Table 3.6-12

**Rome City School District Projected Revenues, Expenditures, and Fund Balances
General, Special, and Debt Services Funds
No-Action Alternative**

	1994	1995	1996
REVENUES			
Real Property Taxes	\$16,919,154	\$16,236,746	\$16,236,340
Charges for Services	\$400,861	\$395,840	\$365,048
Use of Money and Property	\$479,378	\$473,374	\$436,550
Sale of Property and Compensation for Loss	\$54,608	\$47,752	\$52,386
Miscellaneous	\$673,130	\$664,698	\$612,992
State Sources	\$30,054,472	\$28,842,272	\$28,841,550
Federal Sources	\$3,728,406	\$3,681,706	\$3,395,308
Surplus Food	\$0	\$0	\$0
Sales	\$379,008	\$363,721	\$363,712
Total Revenues:	\$52,689,017	\$50,706,109	\$50,303,887
EXPENDITURES			
General Support	\$6,617,890	\$6,534,997	\$6,026,644
Instruction	\$35,215,534	\$34,774,440	\$32,069,361
Pupil Transportation	\$2,089,336	\$2,063,166	\$1,902,674
Employee Benefits	\$9,805,149	\$9,682,334	\$8,929,152
Debt Service	\$727,547	\$718,434	\$662,547
Cost of Sales	\$475,622	\$456,438	\$456,427
Other Expenditures	\$14,965	\$14,778	\$13,898
Total Expenditures:	\$54,946,042	\$54,244,586	\$50,060,433
Excess (Deficiency) of Revenues Over Expenditures:	-\$2,257,025	-\$3,538,477	\$243,454
OTHER SOURCES (USES)			
Interfund Transfers In	\$133,174	\$144,232	\$137,309
Interfund Transfers Out	-\$138,090	-\$150,787	-\$146,049
Retirement System Credits	\$77,187	\$65,334	\$67,296
Total Other Sources (Uses):	\$72,271	\$58,779	\$58,557
Excess (Deficiency) of Revenues and Other Sources over Expenditures and Other Uses:	-\$2,184,754	-\$3,479,697	\$302,011
Beginning Fund Balance:	\$5,811,765	\$3,627,011	\$147,314
End of Year Fund Balance:	\$3,627,011	\$147,314	\$449,325

expected to drop by 22.4 percent between FYs 1993 and 1996. State resources are predicted to decrease by 9.9 percent, from \$32,019,694 in 1993 to \$28,842,000 by 1996.

Total district expenditures are anticipated to decrease by 21.7 percent from \$56,668,900 in 1993 to \$44,400,000 by 1996. Some costs are expected to change only slightly because, while they are enrollment-related, the district also has certain fixed costs.

The district receives financial and program support from Griffiss AFB personnel. Base personnel volunteer in many instructional programs, and periodically donate base facilities and materials, and loan equipment for district programs. In addition, a number of local teachers are spouses of base personnel and will also transfer out of the district as a result of base closure (D. Farsaci, personal communication, 1994).

A positive fund balance may be maintained through the 1995-96 school year if the desired levels of local and State funding are maintained, and if expenditures can be reduced as predicted. It is anticipated that the district will maintain a positive fund balance of \$7,844,000 by the 1995-96 school year.

Anticipated revenues and expenditures for the No-Action Alternative are presented in Figure 3.6-3. If the base were not reused, it is expected that revenues and expenditures would continue to decrease and then rise slowly due to increases in population and school enrollment.

3.7 TRANSPORTATION

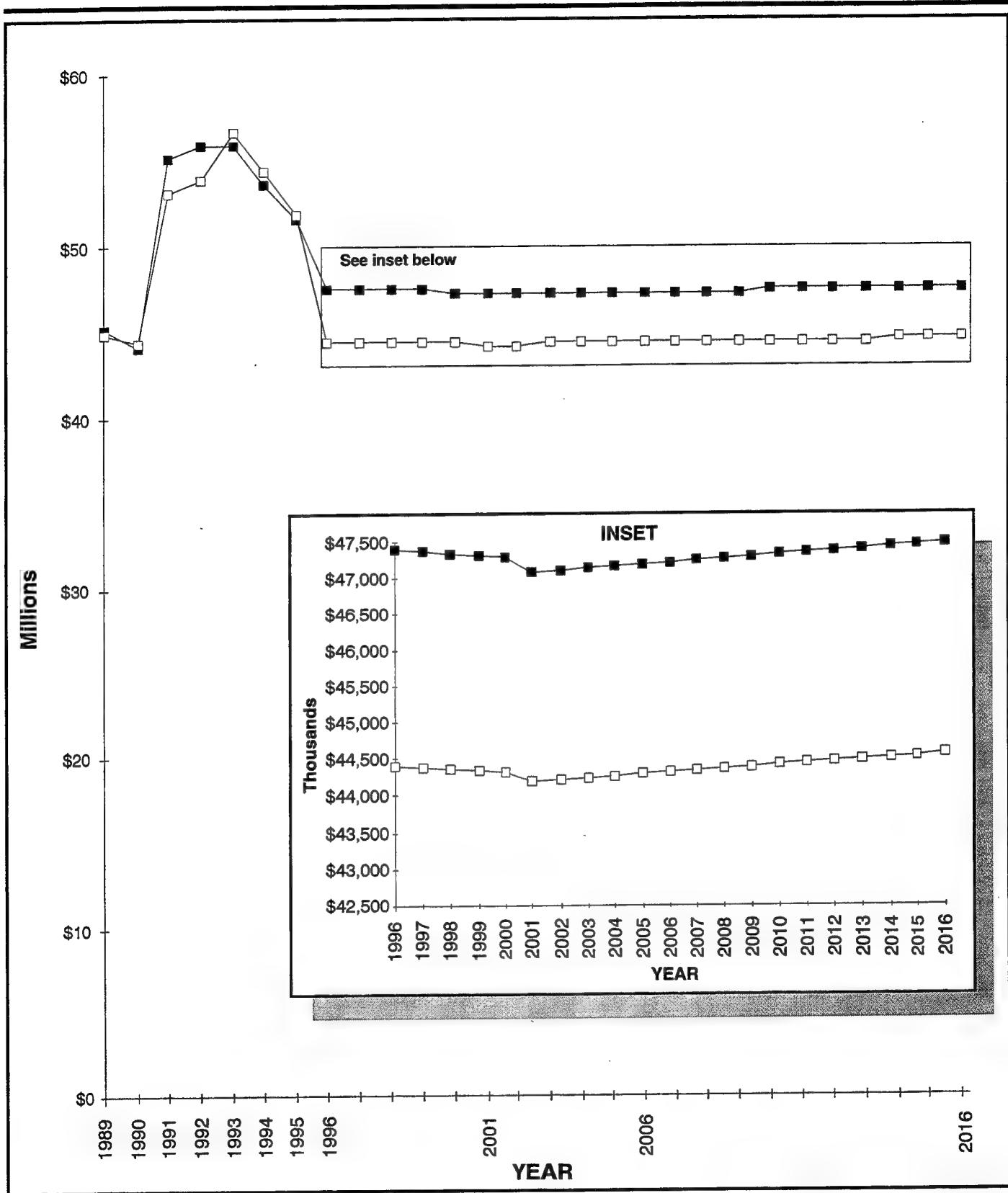
This section summarizes pre-realignment and realignment conditions of transportation systems in the Griffiss AFB region. A more detailed description is presented in the *Environmental Impact Statement, Disposal and Reuse of Griffiss AFB* (U.S. Air Force 1995). The ROI includes the principal road, air, and rail networks in the Rome area, with emphasis on the immediate area surrounding Griffiss AFB.

3.7.1 Roadways

Recent Trends

Existing roads and highways in the ROI are described at three levels: (1) major regional links in the Rome area, (2) local community roads, and (3) onbase roads.

The region surrounding Griffiss AFB is served by a network of interstate and State highways, county roads, and city streets (Chapter 2.0, Figures 2.1-1 and 2.1-3). Major roads in the immediate vicinity of the base include New York State Highways 49, 365, 69, 26, 46, and 233; County Roads 47 and 88;



**Rome City
School District
No-Action Alternative
Fiscal Projections**

Figure 3.6-3

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Black River Boulevard; Chestnut Street; Floyd Avenue; Park Drive; Wright Settlement Road; and East Dominick Street. The existing local road network is shown on Figure 3.7-1.

Interstate 90 (I-90) (New York State Thruway) (Chapter 2.0, Figure 2.1-1) is a major east-west highway providing indirect regional access to Griffiss AFB. It is located approximately 6 miles south of Rome and connects Buffalo to Boston via Albany. It is a four-lane divided road with full control of access and freeway standards. In the ROI, State Highways 365, 233, 69, and 49 provide access to I-90.

State Highway 49 (SH-49) is an east-west highway providing direct regional access to Griffiss AFB via the Skyline Gate. In the vicinity of the base, it is a six-lane divided roadway east of Wright Drive and a four-lane divided roadway west of Wright Drive.

SH-365 is a major southwest-northeast highway providing direct access to the base and connecting Rome to Floyd, east of the base, and Oneida and I-90, west of the base. In the vicinity of the base, it is a two-lane undivided roadway. South of the base, SH-365 overlaps a portion of River Road and west of the base, it overlaps SH-49.

SH-69 is another east-west highway providing regional access to Griffiss AFB. Near Rome, SH-69 overlaps with State Highways 26, 49, and 46. It links Rome to Camden, west of the base, and to Utica, south east of the base. SH-69 is a two-lane undivided roadway which becomes a four-lane divided roadway within the City of Rome.

SH-26 (Turin Street) is a north-south arterial located west of the base which serves the base by routing traffic via city streets, mainly through Chestnut Street and Floyd Avenue. SH-26 is congested along its entire route through downtown Rome (overlaps with a portion of South James Street) during peak periods. It is generally a two-lane undivided roadway. It becomes a four- and six-lane divided roadway in downtown Rome.

SH-46, or Black River Boulevard in Rome, is a major north-south arterial located west of Griffiss AFB. It provides indirect regional and local access to Griffiss AFB via Chestnut Street and Floyd Avenue. Black River Boulevard is a four-lane divided roadway and becomes a six-lane divided roadway at South Bloomfield Street. It is congested along its entire route through the downtown area during peak periods, mainly due to the lack of capacity at major intersections.

SH-233 is a south-north highway located south of Rome which provides additional indirect access to the base from SH-69. SH-233 is a two-lane undivided roadway which connects Rome and Utica.

County Road 47 (Pennystreet Road) is a north-south, two-lane highway providing direct access to the northern corner of the base via Wright Settlement

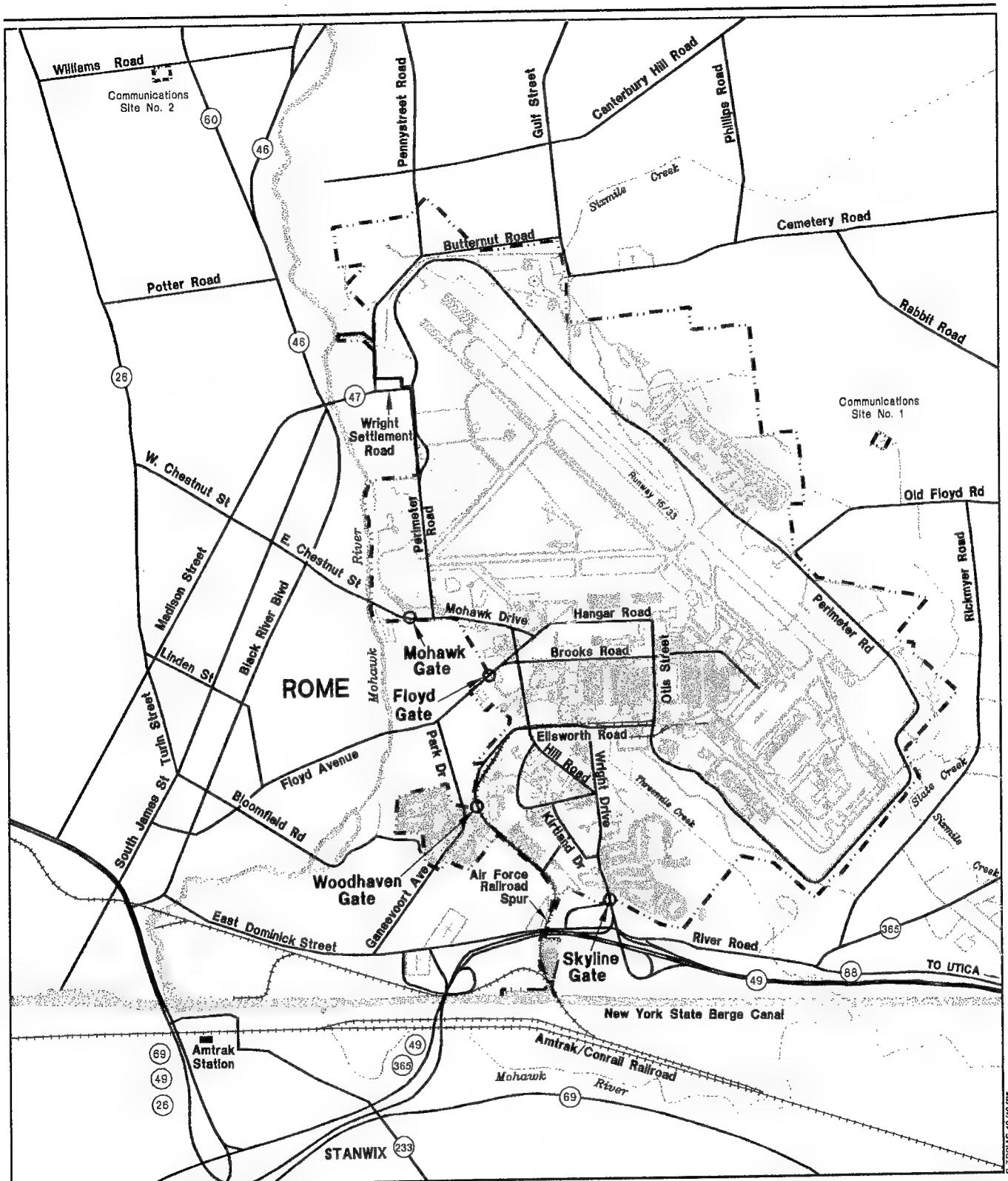


Figure 3.7-1

Road. The base property located on the north side of this road is not within the fenced boundary of the base. County Road 88 is also known as River Road near the base. It is a two-lane highway connecting the base to SH-365. It runs parallel to SH-49 in the vicinity of the base.

Other important local roads serving Griffiss AFB include East Dominick Street, Floyd Avenue, Chestnut Street, Wright Settlement Road, and Park Drive. East Dominick Street is an east-west two-lane road south of the base, which provides access to the Skyline Gate via an unnamed connector road to Wright Drive, southwest of the gate. Floyd Avenue, a two-lane undivided arterial linking the Floyd Gate with Black River Boulevard, is congested along its entire route through Rome during peak periods. Chestnut Street is a two-lane undivided roadway linking Turin Street to the base via the Mohawk Gate. This road provides the primary access to Griffiss AFB from the west. Wright Settlement Road, a two-lane undivided road located west of the base, provides access to areas north Griffiss AFB via Pennystreet and Butternut roads. Park Drive is a two-lane, undivided road connecting the Woodhaven housing area with Floyd Avenue, and becomes Gansevoort Avenue south of the housing area to East Dominick Street.

Griffiss AFB currently has four traffic gates (Figure 3.7-1). The Mohawk Gate is west of the intersection of Mohawk Drive and Perimeter Road. The Floyd Gate is located west of the intersection of Floyd Road and Hill Road. The Skyline Gate is located on Wright Drive off East Dominick Street on the south side of the base. These three gates operate 24 hours a day and are open to base employees, contractors, and visitors. The Woodhaven Gate, located off Ellsworth Road, offers limited service and is only open during certain periods of the day. This gate provides a direct link between the base proper and the Woodhaven housing area.

The main roadways on the base are Mohawk Drive, Brooks Road, Ellsworth Road, Perimeter Road, Floyd Road, Otis Street, Hill Road, and Wright Drive. All onbase roads are two-lane, two-way, undivided roads. There are four intersections on the base with traffic signals. Other intersections are controlled by stop or yield signs. The speed limit is generally restricted to below 30 miles per hour on the base.

Pre-realignment (1993) and realignment (1996) traffic conditions on key roads in the ROI are summarized in Table 3.7-1. Roads are identified as those roads providing access to the base and most frequented by base personnel and visitors. For each road segment, the table shows the two-way hourly capacity, traffic volumes, and the corresponding level of service (LOS) during the average PM peak hour. LOS is a qualitative measure describing operational conditions within a traffic stream. It is defined in terms of levels A through F, with LOS A representing the best operating condition and LOS F the worst.

The most critical traffic conditions are concentrated along those segments in downtown Rome. Floyd Avenue near the gate operates at LOS F. Key segments of East Dominick Street, Floyd Avenue at Parkway Drive, and

Table 3-7-1

Average Afternoon Peak Hour Traffic Volumes on Key Roads

Roadway Segment	Two-Way Capacity (Vehicles/hour)	Traffic ²	Level of Service	Realignment (1996) ¹	
				Pre-Realignment (1993)	Traffic ²
State Highway 49, East Wright Drive Crossing	7,440	1,560	A	1,270	A
State Highway 49, West Wright Drive Crossing	10,480	1,630	A	1,300	A
State Highway 49 eastbound on-ramp at Wright Drive	1,500	310	A	70	A
State Highway 49 eastbound off-ramp (loop) at Wright Drive	1,350	130	A	30	A
State Highway 49 westbound on-ramp at Wright Drive	1,500	400	A	90	A
State Highway 49 westbound off-ramp at Wright Drive	1,500	220	A	110	A
Connector road between Wright Drive/East Dominick Street	1,460	230	B	40	A
East Dominick Street at Air Force railroad spur crossing	1,460	1,270	E	1,230	E
East Dominick Street, West Wright Drive Crossing	1,460	1,270	E	1,220	E
River Road (State Highway 365) at County Road 8B Junction	1,760	850	D	780	D
Floyd Avenue West of Floyd Gate	1,460	1,560	F	860	D
Floyd Avenue West of Park Drive	1,460	1,350	E	710	D
Chestnut Street East of Black River Boulevard	1,460	1,250	E	520	C
Chestnut Street West of Black River Boulevard	1,460	1,100	E	890	D
Wright Settlement Road West of Perimeter Road	1,460	340	B	360	C
Black River Boulevard South of Floyd Avenue	5,020	2,620	C	2,660	C
Black River Boulevard South of Bloomfield Street	8,520	2,220	A	2,200	A
Black River Boulevard South of Linden Avenue	6,140	1,710	A	1,670	A
Black River Boulevard South of Chestnut Street	6,120	2,140	B	1,970	B
Black River Boulevard North of Chestnut Street	6,120	2,310	B	2,130	B

Notes:

¹All traffic figures are rounded to the nearest 10.¹Traffic volumes for 1996 and for each roadway segment are obtained by increasing the corresponding 1993 figures by 1.5 percent per year and then decreasing by the traffic volume attributed to the decrease in employment levels at realignment.²Vehicles per hour.

Sources: New York State Department of Transportation 1992, 1993; Woolpert Consultants 1989; Poulin 1994; Davis 1994; and 1994 traffic counts performed for this study.

Chestnut Street at Black River Boulevard, operate at LOS E. Other key roads operate at LOS D or better. Mohawk Drive, Hill Road at Brooks Road, and Wright Drive at Kirtland Drive operate at LOS E. Other onbase key roads operate at LOS D or better.

Realignment Conditions

With realignment of Griffiss AFB, traffic volumes on key roads will decrease as a result of reduced base employment. However, between 1993 and 1996, the offsite traffic was assumed to increase at the rate of 1.5 percent per year (Davis, personal communication, 1994). This increase in ambient traffic would offset a portion of base-related trips lost due to realignment. After realignment in 1996, key segments on SH-49 and the four ramps at Wright Drive will experience a decrease in traffic volumes and continue to operate at LOS A.

With realignment of the base, Floyd Avenue west of the Floyd Gate and Chestnut Street east of Black River Boulevard will experience the greatest decrease in traffic volume during the afternoon peak hour, resulting in substantial improvement in LOS from F to D for Floyd Avenue and improvement from E to C for Chestnut Street.

Black River Boulevard will experience a moderate reduction in traffic volumes, resulting in no change in LOS. With realignment, traffic on all other key local roads will decrease slightly, resulting in no change in level of service. All onbase roads will also experience a substantial reduction in pre-realignment traffic volumes, resulting in LOS B or better on all roads.

3.7.2 Air Transportation

Air transportation includes passenger travel by commercial airline and charter flights, business and recreational travel by private, general aviation, and priority package and freight delivery by commercial air carriers.

Recent Trends

Oneida County Airport, a publicly-owned, public-use facility located approximately 5 miles southeast of the base, is the closest commercial airport to Griffiss AFB. The airport served 59,671 passengers in 1993. In 1993, there were 67,824 operations at Oneida County Airport, of which 4,885 were military operations, 27,391 were general aviation operations, and 35,548 were air taxi and commuter operations. Oneida County Airport has no scheduled all-cargo service, thus freight is generally transported by passenger aircraft. Little cargo activity is reported at this airport. In 1993, 55,000 tons of freight were recorded.

The second closest commercial airport is Syracuse Hancock International Airport, about 45 miles southwest of Griffiss AFB. Ten major domestic or

Canadian airlines serve the airport. In 1992, some 1.1 million passengers travelled through this airport.

Realignment Conditions

With the realignment of Griffiss AFB, there will be a minimal base-related air travel reduction through Oneida County Airport and other airports in the ROI.

3.7.3 Other Transportation Modes

Recent Trends

Railroad freight service in the ROI is provided by the Conrail Railroad Company. One of their lines runs east to west, south of Rome. This line connects Rome to Utica, Albany, Syracuse, and Buffalo. A double spur comes off the Conrail main line south of the base. One leg goes north into the base, passing the Woodhaven Gate parallel to Ellsworth Road. This leg provides service to the central portion of the base, but is currently inactive. The other leg, which follows East Dominick Street and West Erie Boulevard, is operated by PENN Railroad.

Rail passenger service in the ROI is provided by Amtrak, linking Buffalo to Albany with stops at major towns. Connections can be made in Albany to New York City, Boston, and Montreal. The closest Amtrak station to the base is located at Martin Street south of Rome, approximately 3 miles southwest of the Skyline Gate. Amtrak trains make three stops daily each way at the Rome station. Between 1980 and 1993, Amtrak ridership at Rome station decreased appreciably. For example, ridership in 1980 was 20,479 compared to 11,091 passengers in 1993 (S. Taub, personal communication, 1994). Currently, very few base personnel or dependents use the Amtrak station.

The New York State Barge Canal, recently deepened to accommodate Great Lakes vessels, has a terminal in Rome where facilities for the handling of freight shipments have been installed by the State. At the confluence of the Barge Canal and Mohawk River, the City of Rome is planning to build a harbor, which would provide fishing and boat services.

Realignment Conditions

With the realignment of Griffiss AFB, there will be no change in railroad freight service in the ROI and a minimal reduction in travel through the Amtrak station at Rome. The projected population growth in the ROI will likely offset this small reduction. There will be no major change in the barge canal service.

3.8 UTILITIES

This section summarizes pre-realignment and realignment conditions of utilities systems in the ROI. The ROI for water, wastewater, electricity, natural gas,

and solid waste consists of Griffiss AFB and the City of Rome. A more detailed description of these conditions is presented in the *Environmental Impact Statement, Disposal and Reuse of Griffiss Air Force Base, New York* (U.S. Air Force 1995). Utility demand in the ROI is summarized in Table 3.8-1 for 1991 through 1996.

Table 3.8-1

Utility Demand in the ROI
(1991 - 1996)

Utility	Actual			Projections ¹		
	1991	1992	1993	1994	1995	1996
Water (MGD)²						
Without Realignment	10.80	10.40	10.30	10.40	10.50	10.60
With Realignment	10.80	10.40	10.30	11.40	9.68	9.57
Wastewater (MGD)³						
Without Realignment	10.04	10.10	10.70	10.81	10.92	11.02
With Realignment	10.04	10.10	10.70	10.60	10.27	10.19
Solid Waste (tons/day)						
Without Realignment	49.00	48.70	46.70	47.17	47.64	48.12
With Realignment	49.00	48.70	46.70	45.90	41.31	40.51
Electrical Consumption (MWh⁴/day)						
Without Realignment	2,182	2,226	2,271	2,294	2,317	2,340
With Realignment	2,182	2,226	2,271	2,316	2,096	2,079
Natural Gas Consumption (thousand therms/day)						
Without Realignment	62.17	63.30	64.45	65.09	65.75	66.40
With Realignment	62.17	63.30	64.45	65.74	62.02	61.57

Notes: ¹Projections for 1995 and 1996 without base realignment are based on 1% annual growth in the ROI. Projections corresponding to with base realignment are based on personnel drawdown and population changes in the ROI.

²MGD = million gallons per day.

³Wastewater figures (exceeding water consumption) are due to infiltration/outflow.

⁴MWh = Megawatt-hours = million Watt-hours

Sources: W. Stickles, T. Higgins, R. Conover, S. Devan, J. Whitcomb, personal communications, 1994.

3.8.1 Water

Recent Trends

The City of Rome Department of Public Works supplies water to the City of Rome, Griffiss AFB, and parts of the Town of Floyd and the Town of Lee. The city supplies water to 9,085 residential customers and 785 commercial establishments in a 30-square-mile area.

Fish Creek is the local water supply with diversion dams impounding about 1.4 billion gallons of water in Lake Tegasoke. The water from Fish Creek is transported to Stokes Filtration Treatment Plant, located 5 miles north of Rome on SH-26 in the City of Lee. This filtration plant was constructed in 1990 next to Rome Reservoir.

The capacity of the Stokes reservoir is 65 million gallons. The maximum daily capacity of the water filtration plant is 18.9 million gallons per day (MGD). The average amount of water supplied by this plant was 10.8 MGD in 1991, 10.4 MGD in 1992, and 10.3 MGD in 1993.

Potable drinking water has been supplied to Griffiss AFB by the City of Rome since construction of the base. There are four points at which city water enters the base. The largest connection is a 20-inch pipe which enters at the Mohawk Gate. In addition, there are three 6-inch connections located at the Barge Canal Bulk Fuel Storage Area, north of Building 880 on Bell Road, and in the Woodhaven family housing area on Gansevoort Avenue. There are three elevated water storage tanks on the base with capacities of 500,500 gallons, 300,000 gallons, and 250,000 gallons. Fluoridation and chlorination processes are used to treat the water before it is supplied to the housing areas. At pre-realignment in 1993, Griffiss AFB used an average of 0.82 MGD.

Realignment Conditions

Realignment of the base would reduce water usage at Griffiss AFB to approximately 11 percent of current use. Potable water to the base will continue to be supplied by the City of Rome. The realignment of Griffiss AFB should not have a significant effect on the City of Rome water system. Upon realignment, the total water consumption in the ROI will be 1.03 MGD less than the 10.6 MGD.

3.8.2 Wastewater

Recent Trends

Wastewater generated in the ROI, including at Griffiss AFB, is treated at the City of Rome Wastewater Treatment Plant located at East Dominick Street. The capacity of the treatment plant is 9 MGD and is being expanded to 12 MGD. The existing sanitary collection system is now mostly separated from the storm water system. The treated water is discharged to the combined New York State Barge Canal and Mohawk River subject to the limitations of the facility's State Pollution Discharge Elimination System (SPDES) permit. Currently, the treatment plant exceeds 9 MGD treatment capacity. The Rome Wastewater Treatment Plant treated 10.0 MGD of wastewater in 1991, 10.1 MGD in 1992, and 10.7 MGD in 1993.

In 1993, Griffiss AFB generated approximately 0.6 MGD of wastewater that was treated at the plant. There are a number of septic tank systems located throughout the base which serve buildings that are in remote areas not connected to the sanitary sewer system.

Realignment Conditions

Realignment of the base will reduce the amount of wastewater generated at Griffiss AFB to approximately 11 percent of the current amount generated. Wastewater treatment provided by the City of Rome will continue following realignment.

3.8.3 Solid Waste

Recent Trends

The Oneida-Herkimer Solid Waste Management Authority (SWMA) is responsible for managing solid waste generated in Oneida and Herkimer counties. The authority is a public benefit corporation formed by both counties and created by New York State legislative mandate. The authority is responsible for the operation of a 200-ton-per-day recycling center, a 200-ton-per-day energy recovery facility (ERF), an ash landfill, a 480-ton-per-day transfer station, and a 7-acre green waste compost site. The ERF is currently closed.

Prior to March 1995, the municipal waste from the City of Rome, Griffiss AFB, and the western portion of Oneida County was processed at the ERF, a waste-to-energy facility. The solids that could not be burned were transported to the Oneida County Ash Landfill, located on Tannery Road in Rome. The ERF was shut down in March 1995; however, the ERF property is currently being used as a temporary transfer station. Solid waste generated in the region is currently being transferred to Empire Sanitary Landfill in Taylor, Pennsylvania.

The Oneida-Herkimer SWMA Board is investigating a site near Ava, approximately 7 miles north of Rome, for development of a landfill facility. If this site is permitted, the landfill is expected to become operational during 1998. The site would have a lifespan of 42 to 59 years with a disposal rate of about 50 tons per day.

Since 1983, solid waste generated on the base has been collected by private contractors and disposed at locations off the base. Prior to March 1995, most nonhazardous solid waste generated at the base was burned at the ERF to produce steam and electricity. Solid waste that could not be burned was taken to the ash landfill. Since March 1995, solid waste generated at Griffiss AFB has been transferred to Empire Sanitary Landfill. The base has an active recyclable material recovery program to reduce solid waste generation. Approximately 24,000 tons of solid waste is generated each year on the base. Prior to the 1980s, solid waste generated on Griffiss AFB was disposed of at various landfill sites located on the base.

Realignment Conditions

Base realignment will appreciably decrease the amount of solid waste that is produced on the base, as well as in areas where base personnel reside. Onbase recycling will be reduced with realignment of the base. In the ROI, solid waste generation in the ROI would be reduced by 7.6 tons per day upon realignment in 1996.

3.8.4 Energy

3.8.4.1 Electricity

Recent Trends

Niagara-Mohawk Power Corporation provides electricity to the Rome area. Niagara-Mohawk's total service area includes Buffalo to the west, Albany to the east, and Watertown to the north. It operates two nuclear power plants, several coal- and gas-fired power plants, and a number of small hydroelectric power generation domes. In addition, Niagara-Mohawk buys power from ERFs. There are four 115 kilovolt (kV) transmission lines at the Rome substation. Niagara-Mohawk supplied 2,182 megawatt-hours per day (MWh/day) in 1991, 2,226 MWh per day in 1992, and 2,271 MWh per day in 1993 in the Rome service area.

Electricity is provided to Griffiss AFB by Niagara-Mohawk Power Corporation. There are two substations on Griffiss AFB. The main substation is southeast of the intersection of Ellsworth Drive and Wright Drive. The second substation is southwest of Building 112 and supports Rome Lab activities. Base electricity consumption averaged 230 MWh per day at pre-realignment in 1993. The base also maintains a large number of emergency electric power generators.

Realignment Conditions

Realignment of the base will reduce electricity consumption at Griffiss AFB to approximately 17 percent of current use. The demand for electric power in the ROI from Niagara-Mohawk Power Corporation will be reduced by 261 MWh per day following realignment. However, the decrease associated with Griffiss AFB realignment would be very small when compared to the total electric energy sold to customers by Niagara-Mohawk Power Corporation.

3.8.4.2 Natural Gas

Recent Trends

Niagara-Mohawk Gas Corporation provides natural gas to nearly a half million residential, commercial, industrial, and transportation customers in a 4,500-square-mile service territory which includes the City of Rome, Griffiss AFB, and the towns of Floyd and Lee. Natural gas supplied by Niagara-Mohawk Power Corporation is obtained from a supplier.

In the Rome service area, the Niagara-Mohawk Power Corporation supplied 62.17 thousand therms of natural gas per day in 1991, 63.30 in 1992, and 64.45 in 1993.

Niagara-Mohawk Power Corporation also provides natural gas to Griffiss AFB. Niagara-Mohawk supplies natural gas to the base via three main connections. One connection provides gas to the Skyline housing area and base swimming

pool, the second provides gas to the Woodhaven housing area, and the third to the Mohawk Glen Club. Natural gas is primarily used to provide hot water for heating the buildings during the winter months, but is also used for cooking in the housing areas and at the Mohawk Glen Club. These facilities account for 19 percent of the entire square footage of the building space on Griffiss AFB.

Heating for the remainder of the base (81% of the building square footage) is provided by the base steam plant. Coal is used as fuel to generate steam, with about 30,000 tons of coal used per year. The capacity of the steam plant is 376.2 million British thermal units (Btu) per hour. Natural gas (with No. 2 fuel oil as a backup) will be used as a fuel by the end of 1997 at the heating plant. In addition, the ERF operated by Oneida-Herkimer SWMA, adjacent to the southern boundary of the base, also supplied steam to the base on a contract basis. This facility closed in March 1995.

Realignment Conditions

Realignment of Griffiss AFB will reduce natural gas consumption to approximately 10 percent of current levels. The demand for natural gas onbase supplied by Niagara-Mohawk Power Corporation would be required only during the winter months to maintain minimal space heating in unused facilities. Natural gas demands in the ROI would decrease by 4.83 thousand therms per day with base realignment. However, the decrease associated with Griffiss AFB realignment would be very small when compared to the total natural gas sold to customers by Niagara-Mohawk Power Corporation.

November 1995

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4.0 SOCIOECONOMIC EFFECTS OF PROPOSED ACTION AND REUSE ALTERNATIVES

4.1 INTRODUCTION

This chapter discusses the potential socioeconomic effects associated with the Proposed Action and three alternatives for reuse of Griffiss Air Force Base (AFB), New York, as well as the No-Action Alternative. The purpose of the study is to identify and analyze the major socioeconomic issues related to each of the possibilities for future activity at the base and compare the effects of these alternatives with each other.

To help identify potential socioeconomic effects associated with the reuse of Griffiss AFB, this study addresses a range of reasonable reuse alternatives. For the purpose of this analysis, the Air Force has adopted the redevelopment plan prepared by the Griffiss Local Development Corporation (GLDC) as the Proposed Action. This reuse plan includes consideration of future land use, regional economic characteristics, community concerns, and fiscal impacts on affected jurisdictions. With the Proposed Action, the airfield and other areas of the base would be retained for government use. The Proposed Action would involve development of a high technology office/research and development (R&D) complex built around the retained government uses with the Rome Lab facilities as the focal point. The Proposed Action also includes industrial/warehousing, education/training, recreational, and residential uses. A parkway would be constructed through the property along a north/south corridor. Much of the base property would be left as open space.

Three reasonable alternatives (Griffiss Research Park, Mohawk Valley Business Center, and a Regional Aviation Complex) were developed by the Air Force to provide an analysis of a range of potential reuse options. As with the Proposed Action, the airfield and other areas of the base would be retained for government use in each alternative. With the Griffiss Research Park Alternative, the Rome Laboratory and the Defense Finance Accounting Service (DFAS) area would be a major focus to the overall development plan with an emphasis on research, training, and educational reuse of the base.

The Griffiss Research Park Alternative would also include development of an office/R&D complex built around the Rome Lab Complex and the other government-retained uses. Other land uses proposed with this alternative would include industrial/warehousing, educational/training, and recreational. The recreational uses would include expansion of the base golf course to 18 holes and more open space than with the Proposed Action.

The Mohawk Valley Business Center Alternative focuses on development of a business and commercial district adjacent to the Rome Lab Complex. With this alternative, a new 18-hole golf course, an aviation museum, and a new residential area would be constructed, along with a north-south parkway similar to the Proposed Action.

The Regional Aviation Complex Alternative would include reuse of the base for civilian and military aviation with relocation of the Oneida County Airport to Griffiss AFB. With this alternative, redevelopment would be focused on aviation support (e.g., air cargo and aircraft maintenance) and industrial/warehousing uses in the existing flightline area, with recreational and open space uses in the southern part of the base and along the Mohawk River. A north-south parkway would also be constructed with this alternative.

Descriptions of the effects of the Proposed Action and three reuse alternatives are provided sequentially for seven major issues: economic activity, population, housing, public services, public finance, transportation, and utilities. The *Environmental Impact Statement, Disposal and Reuse of Griffiss Air Force Base, New York* (U.S. Air Force 1995) provides more detailed descriptions of effects on transportation and utilities. The description of effects with the No-Action Alternative is essentially the same as realignment conditions described in Chapter 3.0 for each issue.

Context of Analysis. This analysis addresses the timing of effects associated with each alternative for future reuse of Griffiss AFB. The analysis covers a time period extending 20 years beyond the date of realignment of the base. Results are presented for each alternative for 2001, 2006, and 2016.

Of particular importance in this analysis are reuse-related effects of the Proposed Action and alternatives. Reuse-related effects include both direct onsite and indirect secondary effects of base reuse. Direct onsite effects are the changes immediately associated with an action, such as employment at a facility. Secondary effects include the indirect and induced changes that may occur either onsite or offsite elsewhere in the region. The actual location of secondary effects primarily depends on personal and organizational purchasing choices (e.g., locational decisions).

This analysis recognizes the potential for effects on the community stemming from the announcement of base realignment or reuse. This announcement may affect community perceptions and, thus, would have important local economic consequences.

An example of one such effect would be the immigration of people anticipating employment with one of the reuse options. If it were announced later that the No-Action Alternative were selected, many newcomers would leave the area seeking employment elsewhere. The effect of this announcement would include: (1) a temporary increase in population in anticipation of future employment, and (2) a subsequent decline in population as people leave the area after the announcement. Bases with more than one realignment announcement may experience a less severe effect.

Effects associated with the announcement of a base realignment, while potentially important, are highly unpredictable and difficult to quantify; therefore, such effects were excluded from quantitative analysis in this study

and are not displayed in any of the tabular or graphic data presented in this report (U.S. Army Corps of Engineers 1981).

4.2 ECONOMIC ACTIVITY

The following discusses methods used to analyze economic activity with the Proposed Action and alternatives. Two major sources of data were used to prepare these forecasts; the Bureau of Economic Analysis (BEA) for the population in Oneida County, and data from the State University of New York on the historical population for the cities within Oneida County. In addition, the following data and methods were used in the analysis:

- A high population projection series was obtained from the BEA, and a regression analysis was performed to develop a lower population projection. A middle series of each forecast was used as the baseline for this study.
- Labor force participation rates from the BEA were used to develop estimates of civilian labor force. Assuming the 1992 unemployment rate to be constant though the year 2016, employment by place of residence was calculated. Similarly, personal income was derived using regression analysis based on the BEA per capita personal income along with population projections.
- Civilian labor force and employment by place of residence forecasts were developed using linear regression on historical data from 1970 to 1992 for labor force, employment by place of residence, and employment by place of work. Using these forecasts, labor force participation rates and per capita personal income were calculated.
- Employment by place of work and personal income projections were obtained by linear regression based on BEA data.

All data indicate no growth in Oneida County population to the year 2000, then slow growth through 2016. Oneida County employment is expected to grow at an average rate of 0.1 percent annually.

4.2.1 Proposed Action

Total employment related to the Proposed Action would include both new and secondary jobs. Because changes to the local economy would result solely from new economic activity, only additional jobs created by the Proposed Action were considered in the analysis of employment, income, and population (Table 4.2-1).

Table 4.2-1

**Total Project-Related Employment in Oneida County
Proposed Action**

	1996	2001	2006	2016
New Direct Employment				
Construction	149	194	149	0
Demolition	105	91	0	0
Operations	923	3,812	6,218	11,684
Total Direct Employment:	1,177	4,097	6,367	11,684
New Secondary Employment				
	653	2,099	3,148	5,574
Total Employment:	1,830	6,196	9,515	17,258

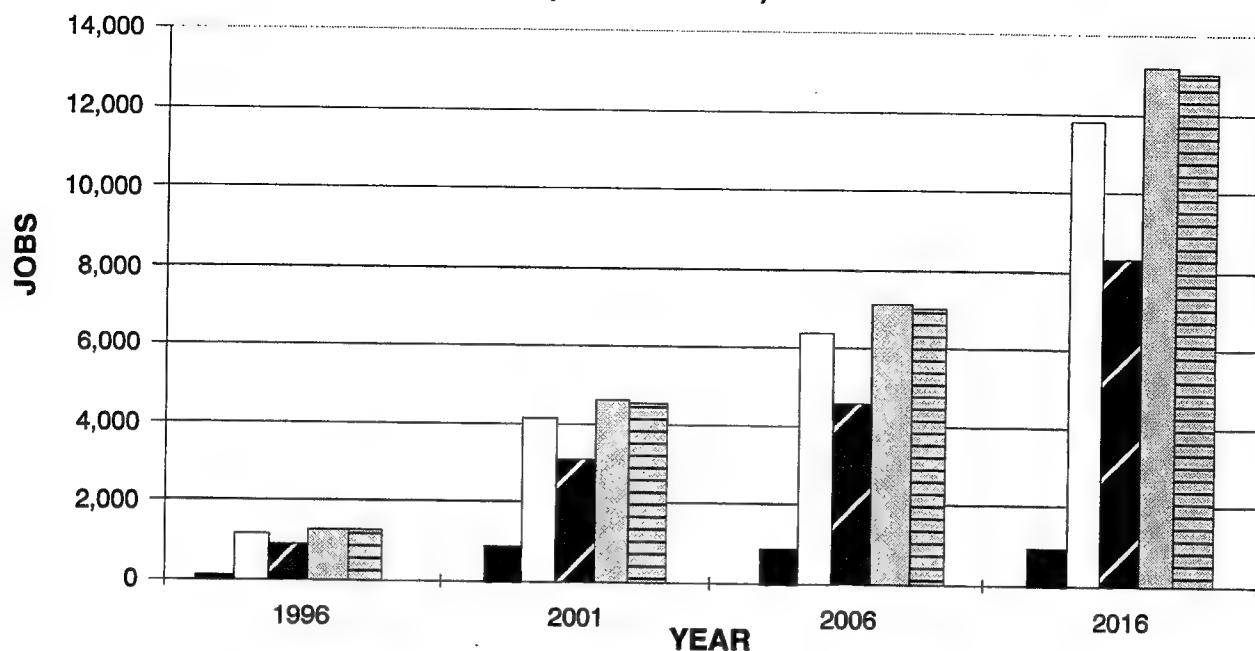
Employment resulting from the Proposed Action would begin in 1996 and increase through 2016 (Table 4.2-2). In 1996, the Proposed Action would create a total of 1,830 jobs, including 1,177 direct and 653 secondary positions. The construction of new facilities would require over 2,982 labor-years for completion over an 18-year period. In 2001, employment in Oneida County would increase by 6,196 jobs (4,097 direct and 2,099 secondary), and by the end of 2016, total new employment in Oneida County would reach 17,258, consisting of 11,684 direct and 5,574 secondary jobs (Figure 4.2-1), which is an increase of 18.6 percent over the No-Action Alternative baseline employment level of 92,577. The labor force in Oneida County would provide approximately 36 percent of the new employees necessary for this alternative.

Table 4.2-2

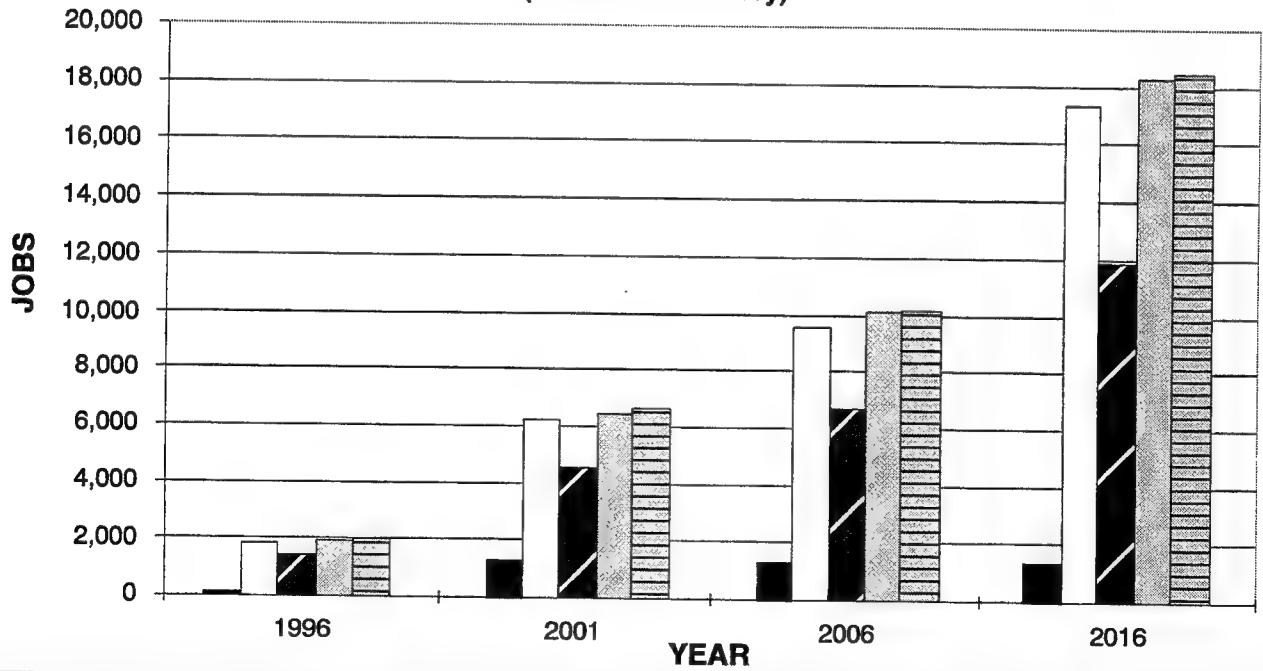
**Oneida County New Employment and Earnings Projections
Proposed Action**

	1996	2001	2006	2016
Reuse-Related Jobs				
Direct Jobs				
New Construction	149	194	149	0
Demolition	105	91	0	0
Operations				
Aviation Support	27	153	274	547
Industrial	227	1,272	2,271	4,542
Institutional	124	695	1,241	2,481
Commercial	162	905	1,616	3,232
Public/Recreational	7	37	66	132
VA Clinic	100	100	100	100
DFAS	276	650	650	650
Total Direct Jobs:	1,177	4,097	6,367	11,684
Total Secondary Jobs:	653	2,099	3,148	5,574
Total Project-Related Employment:	1,830	6,196	9,515	17,258
Earnings (1,000s 1994\$)				
Direct	\$31,247	\$108,009	\$165,539	\$300,650
Secondary	\$12,319	\$38,396	\$56,993	\$99,809

Reuse-Related New Direct Employment (Full & Part Time)



Reuse-Related Employment (Direct & Secondary)



- No-Action Alternative
- Proposed Action
- Griffiss Research Park Alternative

- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

Oneida County Reuse-Related Employment Effects

Figure 4.2-1

Earnings in Oneida County from direct and secondary employment resulting from the Proposed Action are estimated to reach \$43.6 million by 1996. By the end of 2001, earnings are projected to increase by 235.8 percent over the 1996 figure for a total of \$146.4 million. Direct earnings comprise \$108.0 million, and secondary earnings related to the Proposed Action comprise \$38.4 million. Direct earnings during 2006 account for 73.6 percent or \$165.5 million of the total \$222.5 million in project-related earnings. By the end of 2016, project-related earnings would total \$400.5 million, including \$300.7 million in direct earnings and \$99.8 million in secondary earnings.

In 1994 dollars, the Proposed Action would generate approximately \$83.2 million in personal income in 1996, increasing to approximately \$183.4 million by 2001 and \$407.4 million by 2006. By the end of 2016, the Proposed Action would have a maximum effect of \$625.7 million.

4.2.2 Griffiss Research Park Alternative

Total employment related to the Griffiss Research Park Alternative would include both new direct and secondary jobs. Because changes to the local economy would result solely from new economic activity, only additional jobs created with this alternative were considered in the analysis of employment, income, and population (Table 4.2-3).

Table 4.2-3

**Total Project-Related Employment in Oneida County
Griffiss Research Park Alternative**

	1996	2001	2006	2016
New Direct Employment				
Construction	85	111	85	0
Demolition	103	89	0	0
Operations	750	2,845	4,490	8,232
Total Direct Employment:	938	3,045	4,575	8,232
New Secondary Employment	484	1,450	2,082	3,579
Total Employment:	1,422	4,495	6,657	11,811

Employment resulting from the Griffiss Research Park Alternative would begin in 1996 and increase through 2016 (Table 4.2-4). In 1996, the Proposed Action would create a total of 1,422 jobs, including 938 direct and 484 secondary positions. The construction of new facilities would require over 1,703 labor-years for completion over an 18-year period. In 2001, employment in Oneida County would increase by 4,495 jobs (3,045 direct and 1,450 secondary), and by the end of 2016, total employment related to this alternative would total 11,811, consisting of 8,232 direct and 3,579 secondary jobs (Figure 4.2-1). In 2016, total employment in Oneida County would reach 104,383, an increase of 12.8 percent over the No-Action Alternative baseline

employment level of 92,577. The labor force in Oneida County would provide approximately 53 percent of the new employees necessary for this alternative.

Table 4.2-4

**Oneida County New Employment and Earnings Projections
Griffiss Research Park Alternative**

	1996	2001	2006	2016
Reuse-Related Jobs				
Direct Jobs				
New Construction	85	111	85	0
Demolition	103	89	0	0
Operations				
Aviation Support	36	202	360	721
Industrial	89	496	886	1,772
Institutional	12	69	124	248
Commercial	219	1,226	2,189	4,378
Public/Recreational	18	102	181	363
VA Clinic	100	100	100	100
DFAS	276	650	650	650
Total Direct Jobs:	938	3,045	4,575	8,232
Total Secondary Jobs:	484	1,450	2,082	3,579
Total Project-Related Employment:	1,422	4,495	6,657	11,811
Earnings (1,000s 1994\$)				
Direct	\$23,879	\$74,608	\$108,295	\$189,803
Secondary	\$9,028	\$26,414	\$37,574	\$63,968

Earnings in Oneida County from direct and secondary employment resulting from the Griffiss Research Park Alternative are projected to total \$32.9 million, by 1996. By the end of 2001, earnings are projected to increase by \$68.1 million, or 207.0 percent from the 1996 estimate of \$32.9 million, for a total of \$101.0 million. Direct earnings would comprise \$74.6 million, and secondary earnings would comprise \$26.4 million. Direct earnings during 2006 are projected to increase to a total of \$108.3 million. By the end of 2016, project-related earnings would total \$253.8 million, including \$189.8 million in direct earnings and \$64.0 million in secondary earnings.

In 1994 dollars, the Griffiss Research Park Alternative would generate approximately \$62.9 million in personal income in 1996, increasing to approximately \$195.6 million by 2001 and \$267.0 million by 2006. By the end of 2016, this alternative would have a maximum effect of \$396.5 million.

4.2.3 Mohawk Valley Business Center Alternative

Total employment related to the Mohawk Valley Business Center Alternative would include both new and secondary jobs. Because changes to the local economy would result solely from new economic activity, only additional jobs created with this alternative were considered in the analysis of employment, income, and population (Table 4.2-5).

Table 4.2-5

**Total Project-Related Employment in Oneida County
Mohawk Valley Business Center Alternative**

	1996	2001	2006	2016
New Direct Employment				
Construction	181	236	181	0
Demolition	139	120	0	0
Operations	994	4,208	6,925	13,098
Total Direct Employment:	1,314	4,564	7,106	13,098
New Secondary Employment	629	1,829	2,963	5,136
Total Employment:	1,943	6,393	10,069	18,234

Employment resulting from the Mohawk Valley Business Center Alternative would begin in 1996 and increase through 2016 (Table 4.2-6). In 1996, this alternative would create a total of 1,943 jobs, including 1,314 direct and 629 secondary positions. The construction of new facilities would require over 2,209 labor-years for completion over an 18-year period. In 2001, employment in Oneida County would increase by 6,393 jobs (4,564 direct and 1,829 secondary), and by the end of 2016, total employment related to this alternative would total 18,234, consisting of 13,098 direct and 5,136 secondary jobs (Figure 4.2-1). In this year, total employment in Oneida County would reach 110,811, an increase of 19.7 percent over the No-Action Alternative baseline employment level of 92,577. The labor force in Oneida County would provide approximately 34 percent of the new employees necessary for this alternative.

Earnings in Oneida County from direct and secondary employment with this alternative are estimated to total \$44.1 million by 1996. By the end of 2001, earnings are projected to increase to \$136.8 million. Direct earnings comprise \$100.4 million, and secondary earnings related to this alternative comprise \$36.4 million. Direct earnings in 2006 are forecast to be 73.6 percent or \$149.3 million of the total \$202.9 million in project-related earnings. By the end of 2016, project-related earnings would total \$358.0 million, including \$266.4 million in direct earnings and \$91.6 million in secondary earnings.

In 1994 dollars, the Mohawk Valley Business Center Alternative would generate approximately \$84.3 million in personal income in 1996, increasing to approximately \$264.8 million by 2001 and \$371.5 million by 2006. By the end of 2016, this alternative would have a maximum effect of \$559.4 million.

Table 4.2-6

**Oneida County New Employment and Earnings Projections
Mohawk Valley Business Center Alternative**

	1996	2001	2006	2016
Reuse-Related Jobs				
Direct Jobs				
New Construction	181	236	181	0
Demolition	139	120	0	0
Operations				
Aviation Support	35	197	351	702
Industrial	42	236	421	842
Commercial	533	2,983	5,327	10,653
Public/Recreational	8	42	76	151
VA Clinic	100	100	100	100
DFAS	276	650	650	650
Total Direct Jobs:	1,314	4,564	7,106	13,098
Total Secondary Jobs:	629	1,829	2,963	5,136
Total Project-Related Employment:	1,943	6,393	10,069	18,234
Earnings (1,000s 1994\$)				
Direct	\$31,369	\$100,399	\$149,311	\$266,443
Secondary	\$12,764	\$36,410	\$53,635	\$91,597

4.2.4 Regional Aviation Complex Alternative

Total employment related to the Regional Aviation Complex Alternative would include both new and secondary jobs relocated from the Oneida County Airport and other business and government agencies in Oneida County. Because changes to the local economy would result solely from new economic activity, only additional jobs created with this alternative were considered in the analysis of employment, income, and population (Table 4.2-7).

Table 4.2-7

**Total Project-Related Employment in Oneida County
Regional Aviation Complex Alternative**

	1996	2001	2006	2016
New Direct Employment				
Construction	173	225	173	0
Demolition	139	120	0	0
Operations	985	4,158	6,836	12,921
Total Direct Employment:	1,297	4,503	7,009	12,921
New Secondary Employment	686	2,105	3,102	5,431
Total Employment:	1,983	6,608	10,111	18,352

Employment resulting from the Regional Aviation Complex Alternative would begin in 1996 and increase through 2016 (Table 4.2-8). In 1996, this alternative would create a total of 1,983 jobs, including 1,297 direct and 686 secondary positions. The construction of new facilities would require over 3,461 labor-years for completion over an 18-year period. In 2001, employment in Oneida County would increase by 6,608 jobs (4,503 direct and 2,105 secondary), and by the end of 2016, total employment related to this alternative would total 18,352, consisting of 12,921 direct and 5,431 secondary jobs (Figure 4.2-1). In this year, total employment in Oneida County would reach 110,929, an increase of 19.8 percent over the No-Action Alternative baseline employment level of 92,577. The labor force in Oneida County would provide approximately 34 percent of the new employees necessary for this alternative.

Table 4.2-8

**Oneida County New Employment and Earnings Projections
Regional Aviation Complex Alternative**

	1996	2001	2006	2016
Reuse-Related Jobs				
Direct Jobs				
New Construction	173	225	173	0
Demolition	139	120	0	0
Operations				
Aviation Support	37	207	369	738
Industrial	118	663	1,183	2,366
Institutional	32	180	322	644
Commercial	414	2,316	4,136	8,272
Public/Recreational	8	42	76	151
VA Clinic	100	100	100	100
DFAS	276	650	650	650
Total Direct Jobs:	1,297	4,503	7,009	12,921
Total Secondary Jobs:	686	2,105	3,102	5,431
Total Project-Related Employment:	1,983	6,608	10,111	18,352
Earnings (1,000s 1994\$)				
Direct	\$32,121	\$105,561	\$158,856	\$285,994
Secondary	\$13,014	\$38,569	\$56,143	\$97,000

Earnings in Oneida County from direct and secondary employment resulting from the Regional Aviation Complex Alternative are projected to total \$45.1 million by 1996. By the end of 2001, earnings are projected to increase to \$144.1 million. Direct earnings comprise \$105.6 million and secondary earnings related to this alternative comprise \$38.6 million. Direct earnings during 2006 are forecast to be 73.9 percent or \$158.9 million of the total \$215.0 million in project-related earnings. By the end of 2016, project-related earnings would total \$383.0 million, including \$286.0 million in direct earnings and \$97.0 million in secondary earnings.

In 1994 dollars, the Regional Aviation Complex Alternative would generate approximately \$86.2 million in personal income in 1996, increasing to approximately \$144.1 million by 2001 and \$215.0 million by 2006. By the end of 2016, this alternative would have a maximum effect of \$598.4 million.

4.2.5 No-Action Alternative

Employment and earnings effects with the No-Action Alternative would be the same as those described for realignment conditions in Section 3.2.

4.3 POPULATION

The Region of Influence (ROI) for the population analysis is identified as Oneida County and the City of Rome. Population effects on the communities in the remainder of the ROI are expected to be too small to warrant further analysis.

With realignment of Griffiss AFB, a total of 9,377 military and civilian personnel and dependents would relocate out of Oneida County. Of this total decrease in population, 4,681 persons would be from the City of Rome.

Because of the lack of natural growth in the population without base realignment, the Oneida County population level is projected to remain steady until the year 2000, increasing by 0.1 percent annually between 2001 and 2010, and increasing by 0.05 percent annually between 2011 and 2016. A decline is projected from 245,133 in 1994 to 241,459 at the end of 1995 (a decrease of approximately 3,674 or less than 1.5%). After 2001, the population is projected to increase through the year 2016 at the same rate as projected by the Bureau of Economic Analysis (BEA). With the No-Action Alternative baseline, population in Oneida County is projected to increase to 242,872 in 2016.

The population of the City of Rome is projected to increase at an average of 0.1 percent per year for the period 2001 to 2010, and an average of 0.05 percent per year for the period 2010 to 2016. This would result in an estimated population of 40,025 in 2016 with the No-Action Alternative baseline.

4.3.1 Proposed Action

With the Proposed Action, the population in Oneida County would increase by 2,265 to a total of 243,252 by 2001 (Table 4.3-1). This gain in population of less than 0.9 percent above the No-Action Alternative baseline of 240,987 is forecast because, initially, most of the new jobs created by the Proposed Action would likely be filled from the local labor force. By 2006, project-related population immigration is expected to increase by 4,979, or 2.1 percent above the No-Action Alternative baseline. By 2016, immigration associated with the Proposed Action would increase the population of Oneida County to 259,005, an increase of 16,133 (6.6%) over the No-Action Alternative baseline level of 242,872 (Figure 4.3-1).

Table 4.3-1

**Total Project-Related Population Immigration
Oneida County and City of Rome
Proposed Action**

	1996	2001	2006	2016
Oneida County	437	2,265	4,979	16,133
City of Rome	253	1,314	2,888	9,357

The population in the City of Rome is projected to increase by 1,314 over the No-Action Alternative baseline population of 39,691 to a total of 41,005 by 2001 with the Proposed Action. As for Oneida County, this increase is forecast because most of the new jobs would be filled by the local labor force. By 2016, the population of the City of Rome would increase to 49,382, an increase of 9,357 (23.4%) over the No-Action Alternative baseline level of 40,025.

4.3.2 Griffiss Research Park Alternative

With the Griffiss Research Park Alternative, the population in Oneida County would increase by 1,673 to a total of 242,660 by 2001 (Table 4.3-2). This gain in population of less than 0.7 percent above the No-Action Alternative baseline of 240,987 is forecast because, initially, most of the new jobs created by this alternative would likely be filled from the local labor force. By 2006, project-related population immigration is expected to increase by 3,037, or 1.3 percent above the No-Action Alternative baseline. By 2016, immigration associated with this alternative would increase the population of Oneida County to 251,898, an increase of 9,026 (3.7%) over the No-Action Alternative baseline level of 242,872.

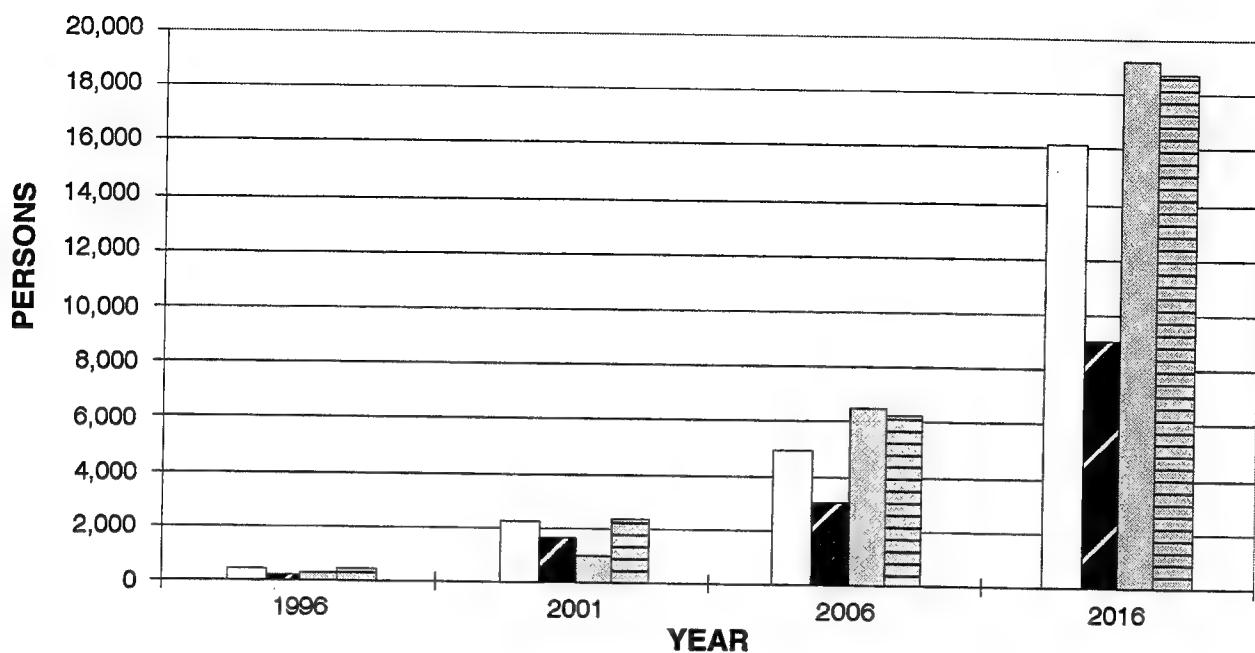
Table 4.3-2

**Total Project-Related Population Change
Oneida County and City of Rome
Griffiss Research Park Alternative**

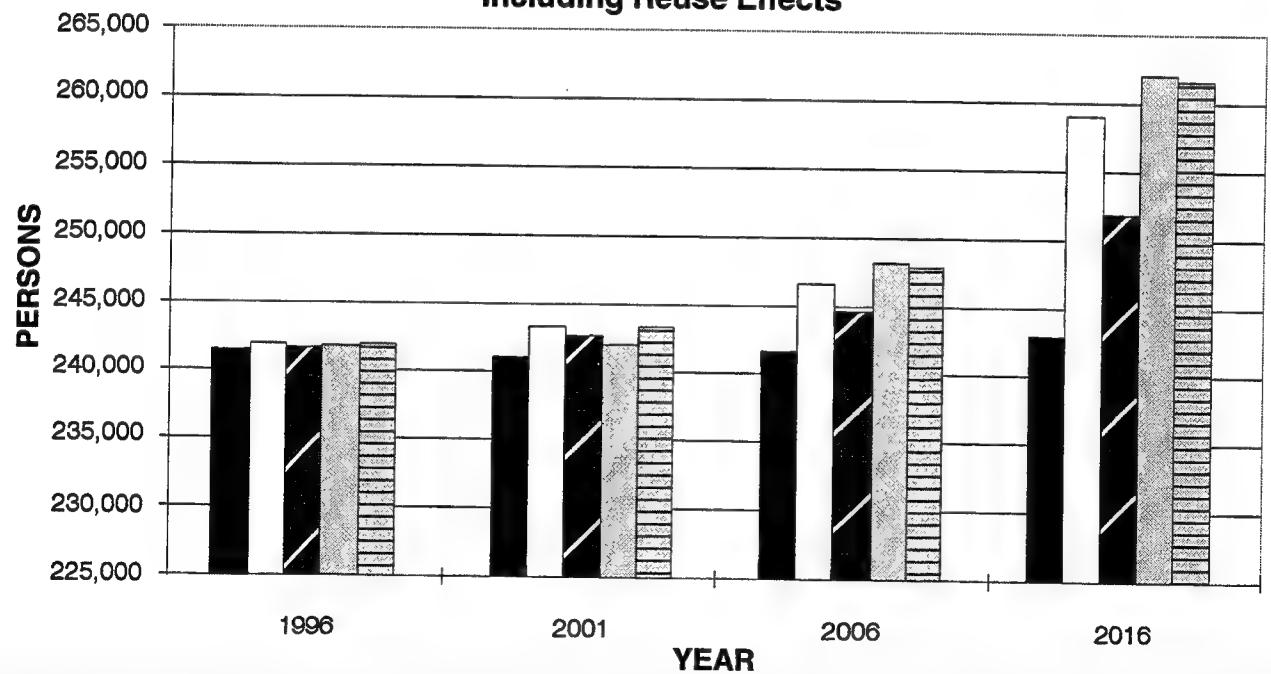
	1996	2001	2006	2016
Oneida County	225	1,673	3,037	9,026
City of Rome	131	970	1,761	5,235

With the Griffiss Research Park Alternative, the population in the City of Rome is projected to increase by 970 over the No-Action Alternative baseline population of 39,691 to a total of 40,661 by 2001. As for Oneida County, this increase is forecast because most of the new jobs would be filled by the local labor force. By 2006, the project-related population is expected to increase by 1,761, or 4.4 percent above the No-Action Alternative baseline. By 2016, the population of the City of Rome would increase to 45,260, an increase of 5,235 (13.1%) over the No-Action Alternative baseline level of 40,025.

Reuse-Related Population Effects



Total (ROI) Population Including Reuse Effects



- No-Action Alternative
- Proposed Action
- Griffiss Research Park Alternative

- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

Oneida County Reuse-Related Population Effects

Figure 4.3-1

4.3.3 Mohawk Valley Business Center Alternative

With the Mohawk Valley Business Center Alternative, population in Oneida County would increase by 997 to a total of 241,984 by 2001 (Table 4.3-3). This gain in population of less than 0.4 percent above the No-Action Alternative baseline of 240,987 is forecast because, initially, most of the new jobs created by this alternative would likely be filled from the local labor force. By 2006, project-related population inmigration is expected to increase by 6,529, or 2.7 percent above the No-Action Alternative baseline. By 2016, immigration associated with this alternative would increase the population of Oneida County to 261,981 an increase of 19,109 (7.9%) over the No-Action Alternative baseline level of 242,872 persons.

Table 4.3-3

**Total Project-Related Population Change
Oneida County and City of Rome
Mohawk Valley Business Center Alternative**

	1996	2001	2006	2016
Oneida County	299	997	6,529	19,109
City of Rome	173	578	3,787	11,083

The population in the City of Rome is projected to increase by 578, to a total of 40,269 by 2001 over the No-Action Alternative baseline population of 39,691. As for Oneida County, this increase is forecast because most of the new jobs would be filled by the local labor force. By 2006, project-related population is expected to increase by 3,787 above the No-Action Alternative baseline. By 2016, the population of the City of Rome would increase to 51,108, an increase of 11,083 (27.7%) over the No-Action Alternative baseline level of 40,025.

4.3.4 Regional Aviation Complex Alternative

With the Regional Aviation Complex Alternative, population in Oneida County would increase by 2,365 to a total of 243,352 by 2001 (Table 4.3-4). This gain in population of less than 1.0 percent above the No-Action Alternative baseline of 240,987 is forecast because, initially, most of the new jobs created by this alternative would likely be filled from the local labor force. By 2006, project-related population inmigration is expected to increase by 6,290, or 2.6 percent above the No-Action Alternative baseline. By 2016, immigration associated with this alternative would increase the population of Oneida County to 261,552, an increase of 18,680 (7.7%) over the No-Action Alternative baseline level of 242,872 persons.

The population in the City of Rome is projected to increase by 1,372, to a total of 41,063 by 2001 over the No-Action Alternative baseline population of 39,691. As for Oneida County, this increase is forecast because most of the new jobs would be filled by the local labor force. By 2006, project-related

population is expected to increase by 3,648 above the No-Action Alternative baseline. By 2016, the population of the City of Rome would increase to 50,859, an increase of 10,834 (27.1%) over the No-Action Alternative baseline level of 40,025.

Table 4.3-4

**Total Project-Related Population Change
Oneida County and City of Rome
Regional Aviation Complex Alternative**

	1996	2001	2006	2016
Oneida County	424	2,365	6,290	18,680
City of Rome	246	1,372	3,648	10,834

4.3.5 No-Action Alternative

Population effects with the No-Action Alternative would be the same as those described in Section 3.3 under realignment conditions.

4.4 HOUSING

The realignment of Griffiss AFB will result in changes in the housing market in Oneida. Housing effects in other communities of the ROI would be minor, and therefore, were not evaluated in this analysis.

The housing stock in Oneida County totaled 101,433 units in 1995, and without base realignment, is projected to grow by 92 units reaching 101,525 by 1996. With the realignment of Griffiss AFB, an estimated 3,460 households will relocate out of the county by the end of 1996, increasing the housing vacancy rate from 5.9 to 9.3 percent. Economic and natural growth in the county would not offset this realignment effect.

Between 1996 and 2016, the Mohawk Valley Business Center Alternative would have the greater effect on the housing market in Oneida County, increasing the demand for housing by 9,668 units. This additional demand would decrease the vacancy rate in the county from the No-Action Alternative level of 10.5 percent to 5.0 percent in 2016. The Regional Aviation Complex Alternative would have the next to the highest effect on the housing market in Oneida County, increasing demand for housing by 9,451 units by the end of 2016. This would lower the vacancy rate to 5.0 percent during that year. The Proposed Action would have a lower effect on the housing market in Oneida County, increasing demand for housing by 8,162 units by the end of 2016. This would lower the vacancy rate to 5.0 percent during that year. The Griffiss Research Park Alternative would have the least effect on the local housing market with an increase in demand of 4,566 units and a vacancy rate of 6.0 percent, a decrease of 4.4 percent from the No-Action Alternative baseline of 10.5 percent. Because the lowest vacancy rate in the county in the 1980s

was 5.0 percent, it has been assumed that any vacancy rate below this value would require additional housing units to be added to the market. Most of this construction would affect the City of Rome.

4.4.1 Proposed Action

With the Proposed Action, housing demand in Oneida County is estimated to increase by the end of 1996 with the immigration of 263 new households. By 2001, the demand for housing in Oneida County would increase by 1,196 units, with a minimal effect on the vacancy rate for housing units available for sale or rent (Table 4.4-1). Available vacancies would decrease to 8,923 units compared to the No-Action Alternative level of 10,119 units. By 2006, the demand for housing in the county would increase by about 2,546 units, decreasing the Proposed Action available vacancy rate from a No-Action level of 10.1 percent to 7.6 percent. By 2016, the demand for housing in Oneida County would increase by 8,162 units. The county would require 2,650 new housing units to maintain the vacancy rate at 5.0 percent, which is 5.5 percent below the No-Action Alternative rate of 10.5 percent.

Table 4.4-1
Total Housing Effects in Oneida County
Proposed Action

Year	Vacancy Rate With No-Action Alternative (%)	New Housing Demand	New Housing Construction	Vacancy Rate With Project (%)	Change in Vacancy Rate
1996	9.34	263	0	9.09	-0.25
2001	9.92	1,196	0	8.75	-1.17
2006	10.10	2,546	0	7.62	-2.48
2016	10.46	8,162	2,650	5.00	-5.46

4.4.2 Griffiss Research Park Alternative

With the Griffiss Research Park Alternative, housing demand in Oneida County is estimated to increase by 140 new units by the end of 1996. By 2001, the demand for housing in Oneida County would increase by approximately 876 units, with a minimal effect on the vacancy rate for housing units available for sale or rent (Table 4.4-2). Available vacancies would decrease to 9,243 units compared to the No-Action Alternative level of 10,119 units. By 2006, the demand for housing in the county would increase by about 1,542 units, decreasing the available vacancy rate from a No-Action Alternative level of 10.1 percent to 8.6 percent. By 2016, the demand for housing in Oneida County would increase by 4,566 units. This demand would lower the available vacancy rate in the county to 6.0 percent, 4.4 percent below the No-Action Alternative rate of 10.5 percent.

Table 4.4-2**Total Housing Effects in Oneida County
Griffiss Research Park Alternative**

Year	Vacancy Rate With No-Action Alternative (%)	New Housing Demand	New Housing Construction	Vacancy Rate With Project (%)	Change in Vacancy Rate
1996	9.34	140	0	9.21	-0.13
2001	9.92	876	0	9.06	-0.86
2006	10.10	1,542	0	8.60	-1.50
2016	10.46	4,566	0	6.04	-4.42

4.4.3 Mohawk Valley Business Center Alternative

Housing demands in Oneida County with the Mohawk Valley Business Center Alternative are estimated to increase by the end of 1996 with the immigration of 188 new households. By 2001, the demand for housing in Oneida County would increase by 553 units, with a minimal effect on the vacancy rate for housing units available for sale or rent (Table 4.4-3). Available vacancies would decrease to 9,566 units compared to the No-Action Alternative level of 10,119 units. By 2006, the demand for housing in the county would increase by about 3,316 units, decreasing the available vacancy rate from a No-Action level of 10.1 percent to 6.9 percent. By 2016, the demand for housing in Oneida County would increase by 9,668 units. The county would require 4,240 new housing units to maintain the vacancy rate at 5.0 percent, which is 5.5 percent below the No-Action Alternative rate of 10.5 percent.

Table 4.4-3**Total Housing Effects in Oneida County
Mohawk Valley Business Center Alternative**

Year	Vacancy Rate With No-Action Alternative (%)	New Housing Demand	New Housing Construction	Vacancy Rate With Project (%)	Change in Vacancy Rate
1996	9.34	188	0	9.16	-0.18
2001	9.92	553	0	9.38	-0.54
2006	10.10	3,316	0	6.86	-3.24
2016	10.46	9,668	4,240	5.00	-5.46

4.4.4 Regional Aviation Complex Alternative

Housing demands in Oneida County with the Regional Aviation Complex Alternative are estimated to increase by the end of 1996 with the immigration of 269 new households. By 2001, the demand for housing in Oneida County would increase by 1,260 units, with a minimal effect on the vacancy rate for housing units available for sale or rent (Table 4.4-4). Available vacancies would

decrease to 8,859 units compared to the No-Action Alternative level of 10,119 units. By 2006, the demand for housing in the county would increase by about 3,215 units, decreasing the available vacancy rate from a No-Action Alternative level of 10.1 percent to 7.0 percent. By 2016, the demand for housing in Oneida County would increase by 9,451 units. The county would require 4,010 new housing units to maintain the vacancy rate at 5.0 percent, which is 5.5 percent below the No-Action Alternative rate of 10.5 percent.

Table 4.4-4

**Total Housing Effects in Oneida County
Regional Aviation Complex Alternative**

Year	Vacancy Rate With No-Action Alternative (%)	New Housing Demand	New Housing Construction	Vacancy Rate With Project (%)	Change in Vacancy Rate
1996	9.34	269	0	9.08	-0.26
2001	9.92	1,260	0	8.69	-1.23
2006	10.10	3,215	0	6.96	-3.14
2016	10.46	9,451	4,010	5.00	-5.46

4.4.5 No-Action Alternative

Housing effects with the No-Action Alternative would be the same as those described in Section 3.4 under realignment conditions.

4.5 PUBLIC SERVICES

Effects to key local public services are determined by the change in demand for personnel and facilities arising from project implementation. The ability to accommodate increased demand or to respond to decreases in demand while maintaining accustomed levels of local public service is examined based on potential changes in demand for services.

Direct effects on public services would arise from changes in levels of employment at the project site and consequent changes in public service demand. The number of workers at the site, their accompanying dependents, and their settlement patterns would affect public service demand and corresponding service provision throughout the ROI. Current levels of public service (e.g., student/teacher staff and governmental/health care employee per 1,000 population ratios) are used as standards of service. Potential project effects are determined by either the necessary addition or reduction of public service employees (e.g., municipal employees, teachers, police officers, fire-fighters, health care providers) needed to serve resulting from project-related population increases or decreases.

Other direct effects focus on increased service demands resulting from additional acreage and infrastructure arising from the shift of sole administration of Griffiss AFB by the Department of Defense. The government entity which would exercise jurisdiction over the project area that is not government-retained

could also be responsible for serving the demand for municipal services, police protection, fire protection, and health care provision. Some security and fire protection will be provided by the Department of Defense for the airfield. Some agreement may be reached to extend this protection to the general area via mutual aid agreements. However, to analyze the impacts of public service as a worst-case scenario, it is assumed that the entire site will be administered and services would be provided by one entity.

Because the reuses proposed for the base are generally urban, the City of Rome was considered to be an excellent proxy for the level of public service required for the base area. If a certain number of public service employees were required per city acre in a particular year, this number could also be used for the base acreage to give a general idea of how many employees would be required for each alternative in that particular year. The following sections describe levels of public service per 1,000 population and per acre of Griffiss AFB.

4.5.1 Government Structure

Potential effects to local government structure and employment were evaluated for each alternative. The analysis considers project-related population changes and changes in service area infrastructure responsibility resulting from each alternative (Table 4.5-1). Because of the magnitude of some effects of realignment and reuse, level of service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided were considered.

Table 4.5-1

**Government Employment Effects: Proposed Action and Project Alternatives
Number of Government Employees**

	Oneida County			City of Rome		
	2001	2006	2016	2001	2006	2016
Proposed Action	1,207	1,224	1,285	693	721	834
Griffiss Research Park Alternative	1,204	1,214	1,250	687	702	764
Mohawk Valley Business Center Alternative	1,201	1,232	1,300	680	736	863
Regional Aviation Complex Alternative	1,207	1,230	1,297	694	734	859
No-Action Alternative	1,196	1,199	1,205	670	672	676

4.5.1.1 Proposed Action

Changes in demand for local government services were determined based on project-related population changes in both Oneida County and the City of Rome and increased service area and employment in the City of Rome. Impacts are expected to be beneficial with the Proposed Action as compared to No-Action Alternative baseline conditions.

Base realignment will cause changes to Oneida County government employment through 2016. To maintain the existing service level of 4.96 employees per 1,000 population, the county would need to add 11 employees by 2001. Projected increases in population in the county would require a gradual increase in county personnel to maintain current service levels by 2016. The county would need to increase its staff level by 25 employees by 2006, and 80 employees by 2016, compared to projected No-Action Alternative levels if the current service level were retained.

For the Proposed Action, the City of Rome would need to add 23 employees by 2001, 49 employees by 2006, and 158 employees by 2016, compared to the projected No-Action Alternative employment levels. These additional employees would be needed to provide general government services if the city maintained its current service level at 16.89 employees per 1,000 population.

4.5.1.2 Griffiss Research Park Alternative

Based on population changes that would occur with the Griffiss Research Park Alternative, Oneida County would need to add 45 general government employees by 2016 to retain the baseline service level of 4.96 general government employees per 1,000 population. The City of Rome would require 88 additional general government employees by 2016 to serve the additional population generated by this alternative based on the current service level of 16.89 general government employees per 1,000 population. This alternative would require the least employees.

4.5.1.3 Mohawk Valley Business Center Alternative

The greatest population-related government employment requirements are expected to occur with the Mohawk Valley Business Center Alternative. In Oneida County, 95 additional general government employees would be required in 2016 to serve the additional population generated by this alternative. The additional employees will be needed if the baseline service level of 4.96 general government employees per 1,000 population was maintained. The City of Rome would require 187 additional general government employees to maintain the current service level of 16.89.

4.5.1.4 Regional Aviation Complex Alternative

Based on population changes that would occur with the Regional Aviation Complex Alternative, Oneida County would need to add 11 employees by 2001, 31 employees by 2006, and 92 employees by 2016 compared to projected No-Action Alternative employment levels. These additional employees would be needed if the current county level of service (4.96 employees per 1,000 population) were maintained.

If the Regional Aviation Complex Alternative were implemented, the City of Rome would need to add 24 general government employees by 2001,

62 employees by 2006, and 183 employees by 2016 based on current service levels.

4.5.1.5 No-Action Alternative

With the No-Action Alternative, the base would be placed in caretaker status in 1996. A work force of approximately 115 people would maintain the facilities and grounds. Local government effects for the No-Action Alternative are described in Section 3.5.1 under realignment conditions.

4.5.2 Public Education

Potential changes in enrollment attributable to base reuse are discussed in this section. An analysis of potential changes in teacher requirements as a result of changes in enrollment is also presented. Estimated effects to public school enrollment and teacher requirements as a result of the Proposed Action and all alternatives are presented in Table 4.5-2.

Table 4.5-2

Total Enrollment and Teacher Effects: Proposed Action and Alternatives
Rome City School District
Number of Students and Teachers

Alternative	Student Enrollment			Teachers		
	2000-01	2005-06	2015-16	2000-01	2005-06	2015-16
Proposed Action	6,384	6,646	7,688	491	511	591
Griffiss Research Park Alternative	6,350	6,491	7,068	488	499	544
Mohawk Valley Business Center Alternative	6,282	6,800	7,973	483	523	613
Regional Aviation Complex Alternative	6,394	6,766	7,920	492	520	609
No-Action Alternative	6,219	6,236	6,271	478	480	482

4.5.2.1 Proposed Action

The Proposed Action would result in an increase in student enrollment for the Rome City School District over the No-Action Alternative baseline conditions of 165 students by 2001, 410 students by 2006, and 1,417 students by 2016.

Corresponding changes in teacher requirements would accompany the projected enrollment increases. Based on a student-to-teacher ratio of approximately 13-to-1, Rome City School District would need to hire 13 additional teachers by 2001, 31 additional teachers in 2006, and 109 additional teachers in 2016.

4.5.2.2 Griffiss Research Park Alternative

With the Griffiss Research Park Alternative, enrollment in the Rome City School District would increase by 131 students by 2001, 255 students by 2006, and

797 students by 2016. Because of this enrollment increase, 10 additional teachers would be required by 2001, 19 by 2006, and 62 by 2016 to retain the current 13-to-1 student-to-teacher ratio.

4.5.2.3 Mohawk Valley Business Center Alternative

The largest enrollment and staff increases are expected with this alternative by 2016. Enrollment is projected to increase by 63 students by 2001, 564 students by 2006, and 1,702 students by 2016. Based on the current student-to-teacher ratio of 13-to-1, 5 additional teachers would be required by 2001, 43 by 2006, and 131 by 2016 as a result of this alternative. The largest increases in staffing of enrollment would also occur with this alternative by 2016.

4.5.2.4 Regional Aviation Complex Alternative

With this alternative, enrollment would increase by 175 students by 2001, 530 students by 2006, and 1,649 students by 2016. This enrollment increase would result in a district need for 14 additional teachers by 2001, 40 by 2006, and 127 by 2016.

4.5.2.5 No-Action Alternative

Public education effects for the No-Action Alternative are the same as those described in Section 3.5.2 under realignment conditions.

4.5.3 Police Protection

For each alternative, potential effects to police protection services were examined based on reuse-related population and changes in responsibility resulting from additional areas and infrastructures served. Because of the magnitude of some effects of realignment and reuse, level-of-service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided are considered.

Following the realignment of Griffiss AFB, the Oneida County Sheriff's Department and the City of Rome Police Department would no longer be able to rely on the Griffiss AFB Security Police Squadron to assist in responding to emergencies as is currently the case under existing mutual aid agreements. However, all services offered by the security police are generally available in the surrounding areas, and approximately 40 officers would continue to provide security for portions of the base area retained by the U.S. Government.

There are no universal standards that can be employed to determine proper patrol size. Nevertheless, current levels of service with reference to two projected variables, area population and site-related employment, can be used to determine future deputy sheriff and police personnel requirements. Baseline requirements for the number of deputy sheriffs and sworn police officers, per 1,000 population, are summarized in Section 3.5.3.

To maintain existing service levels with the Proposed Action and alternatives, small staff increases in the Oneida County Sheriff's Department and the City of Rome Police Department would be required in the years 2001, 2006, and 2016 compared to No-Action Alternative baseline realignment conditions. Projected requirements for sheriff and police protection with each alternative are presented in Table 4.5-3.

Table 4.5-3

**Total Police Protection Effects: Proposed Action and Alternatives
Number of Sworn Officers**

Alternative	Oneida County Sheriff's Department			City of Rome Police Department		
	2001	2006	2016	2001	2006	2016
Proposed Action	209	211	219	63	65	76
Griffiss Research Park Alternative	209	210	215	62	64	69
Mohawk Valley Business Center Alternative	208	212	221	62	67	78
Regional Aviation Complex Alternative	209	212	221	63	67	78
No-Action Alternative	208	208	209	61	61	61

4.5.3.1 Proposed Action

Potential effects on sheriff and police services would occur as a result of population increases associated with the Proposed Action. Staff for the Oneida County Sheriffs' Department would need to increase by 1 deputy sheriff by 2001, 3 deputies by 2006, and 10 deputies in 2016 to maintain a 1.42 deputy sheriff per 1,000 population service level. The Rome City Police Department currently employs 2.27 officers per 1,000 population to meet demands. Based on this, 2 additional officers would be required by 2001, 4 by 2006, and 15 by 2016.

4.5.3.2 Griffiss Research Park Alternative

Projected effects on police protection with the Griffiss Research Park Alternative would be similar to those for the Proposed Action. The Oneida County Sheriffs' Department would require 1 additional deputy by 2001, 2 additional deputies by 2006, and 6 by 2016. The City of Rome Police Department would require 1 additional sworn officer by 2001, 3 additional officers by 2006, and 8 by 2016.

4.5.3.3 Mohawk Valley Business Center Alternative

Effects on police protection with the Mohawk Valley Business Center Alternative would be similar to those for the Proposed Action. The Oneida County Sheriffs' Department would not require any additional deputy sheriffs

by 2001, 4 additional by 2006, and 12 by 2016. The Rome Police Department would require 1 additional officer by 2001, 6 by 2006, and 17 by 2016.

4.5.3.4 Regional Aviation Complex Alternative

The impacts to protective services provided by the Oneida County Sheriffs' Department at the Rome City Police Department would be the same as those described for the Mohawk Valley Business Center Alternative.

4.5.3.5 No-Action Alternative

Police protection effects with the No-Action Alternative would be those described in Section 3.5.3 under realignment conditions.

4.5.4 Fire Protection

For each alternative, potential effects on fire protection services were examined. The analysis considers reuse-related population and service areas.

Following realignment of Griffiss AFB, local fire departments and communities would no longer be able to rely on the base fire department to assist in fire protection as is currently the case under existing mutual aid agreements. However, a small fire protection staff will be established to continue to serve the flightline area.

In evaluating the adequacy of fire protection in any given area, major consideration must be given to the ability of the fire departments to handle efficiently any reasonably anticipated workload. Nevertheless, current levels of service with reference to two projected variables, new employment and area population with reuse of Griffiss AFB, can be used to determine future fire-fighter personnel requirements. Baseline requirements for the number of fire-fighters per 1,000 population are summarized in Section 3.5.4.

To maintain service levels, small staff increases in the City of Rome Fire Department and the Volunteer Fire Departments of Lee, Western, and Floyd would be required by 2001, 2006, and 2016 as compared to the No-Action Alternative baseline. Projected requirements for additional fire-fighters with each alternative are presented in Table 4.5-4. The total fire protection effects are discussed in the following sections for the Proposed Action and each alternative.

4.5.4.1 Proposed Action

Potential effects to fire protection services would occur as a result of population increases associated with the Proposed Action. The City of Rome Fire Department would need 5 additional staff in 2001, 9 additional in 2006, and 32 in 2016 to maintain its service level of 3.36 fire-fighters per 1,000 population. The Volunteer Fire Department maintains a service level of 15.00 volunteer fire-fighters per 1,000 population. Based on this ratio, fire-fighter

staff would need to increase by 2 fire-fighters in 2001, 4 in 2006, and 14 in 2016 with the Proposed Action.

Table 4.5-4

Total Fire Protection Effects: Proposed Action and Alternatives
Number of Fire-Fighters

	City of Rome Fire Department			Volunteer Fire Departments Lee, Western, and Floyd		
	2001	2006	2016	2001	2006	2016
Proposed Action	138	143	166	204	206	217
Griffiss Research Park Alternative	137	140	152	203	205	211
Mohawk Valley Business Center Alternative	135	146	172	203	208	219
Regional Aviation Complex Alternative	138	146	171	204	208	219
No-Action Alternative	133	134	134	202	202	203

4.5.4.2 Griffiss Research Park Alternative

For the Griffiss Research Park Alternative, the City of Rome Fire Department would require 4 additional fire-fighters above the No-Action Alternative baseline in 2001. In 2006, 6 would be required, and in 2016, 18 would be required. The Volunteer Fire Departments would need one additional fire-fighter in 2001, three in 2006, and eight in 2016.

4.5.4.3 Mohawk Valley Business Center Alternative

Fire protection services with the Mohawk Valley Business Center Alternative would need to be increased by 2 in 2001, 12 in 2006, and 38 in 2016 in the City of Rome Fire Department. The Volunteer Fire Departments would require 1 additional fire-fighter in 2001, 6 in 2006, and 16 in 2016.

4.5.4.4 Regional Aviation Complex Alternative

The City of Rome Fire Department with the Regional Aviation Complex Alternative would require 5 more fire-fighters in 2001, 12 more in 2006, and 37 in 2016. The Volunteer Fire Departments, because of population increases, would require 2 additional fire-fighters in 2001, 6 in 2006, and 16 in 2016.

4.5.4.5 No-Action Alternative

Fire protection effects for the No-Action Alternative would be those described in Section 3.5.4 under realignment conditions.

4.5.5 Health Care

The U.S. Department of Veterans Affairs (VA) established an outpatient clinic in Building 510, the base hospital, in June 1995 to serve active duty military personnel who will remain at the base following realignment and local veterans. By 1997, the facility operation will be expanded to include a nursing home facility exclusively for veterans. This operation will eventually employ approximately 100 personnel.

More than 5,000 retirees reside in the Griffiss AFB area (Chapter 3.0), and some active military personnel associated with Griffiss AFB may remain after realignment to provide police and fire protection. The various civilian medical facilities in the Rome area (described in Section 3.5.5) and the VA clinic would be able to provide adequate medical, dental, and emergency services that may be required by the military retirement community. Retirees may use the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS) to pay for a variety of private health care provided to them in the community. However, retirees must pay CHAMPUS a 25-percent co-payment for services that are provided at no cost at any military hospital.

Health care effects for the No-Action Alternative would be those described in Section 3.5.5 as realignment conditions.

4.6 PUBLIC FINANCE

Fiscal effects on Oneida County, the City of Rome, and the Rome City School District are presented in this section. The results represent the net effect of each alternative after accounting for the outmigration of the direct and indirect military and civilian jobs associated with the phasing out of Griffiss AFB.

For the Proposed Action and all alternatives, a basic set of assumptions were used that reflect the current economic context in which base realignment would occur. The following assumptions regarding the future jurisdictional control of the base property have been made for the purpose of analysis:

- The City of Rome would likely acquire the majority of Griffiss AFB land and improvements, and would, therefore, regulate zoning, land use planning, building codes and restrictions, and administrative and subdivision review related to land development.
- The City of Rome and the Niagara-Mohawk Power Corporation currently provide utility service to the area. Any further expansion of land to accommodate a reuse alternative would also be provided service by the city and the Niagara-Mohawk Power Corporation.

- Full absorption of base facilities for proposed commercial, industrial, and residential uses would probably not occur by 2016 with the Proposed Action or any of the alternatives.
- The State of New York can authorize funds for use in mitigating the impacts of base realignments. At the present time, funds have already been allocated to mitigate the realignment of Griffiss AFB, but some additional State grant funds for planning or redevelopment may be obtained.
- Realignment uses are not expected to affect local taxes by implementation of the Proposed Action or any of the alternatives. However, it is possible that issuance of general obligation debt to cover some portion of the cost of new construction may result in an increase in city property taxes to cover the debt service.

The basic question to be answered in the fiscal impact analysis is whether the costs incurred with each alternative exceed the revenues to be generated from that action. The revenues generated must be calculated and compared with expenditures to determine the net effect of each alternative.

4.6.1 Proposed Action

Proposed Action fiscal impacts to potential jurisdictions are presented in this section. The Proposed Action includes airfield, aviation support, industrial, institutional, commercial, residential, and public/recreational land uses. Land in the airfield, industrial, commercial, and institutional land use categories would be retained by the government. The GLDC would maintain the realigned base areas with this alternative, while the government-retained areas would be maintained by various military or other government units.

The net fiscal effect of the Proposed Action on Oneida County, the City of Rome, and the Rome City School District are discussed in this section. Fiscal effects include incremental property tax revenue and associated increases in service, but particular emphasis is placed on changes in revenues and expenditures based on increases and decreases in population, employment, and income.

Oneida County. When compared to realignment conditions (No-Action Alternative), projected fiscal effects for the Proposed Action would be increasingly positive through 2016. Project effects expressed as revenues minus expenditures are presented in Table 4.6-1.

The short-term negative impact of base realignment would be offset by long-term expansion of the area's employment base and personal income. Expenditures are based on a percentage retained as fixed costs with the remaining forecast based on incremental increases in population. If the county continues its current spending patterns, expenditures are expected to follow the

increase in revenues from 1996 through 2016. With the Proposed Action, the difference of revenues over expenditures from the No-Action Alternative is expected to be \$726,000 in 2001 and \$4.93 million in 2016 (Figure 4.6-1). Public safety and economic assistance will continue to be major expenses in the future.

Table 4.6-1

	Project Effects (Difference From No-Action Alternative)* Proposed Action		
	2001	2006	2016
Oneida County	\$726,301	\$11,559,390	\$4,932,873
City of Rome	279,888	617,711	1,909,156
Rome City School District	237,977	410,629	1,119,658

Note: *Expressed as revenues minus expenditures.

City of Rome. With the Proposed Action, the City of Rome would experience net positive effects over the No-Action Alternative (Figure 4.6-2). Assuming the city continues to provide services to its expanding population, its expenditures would continue to rise. At the same time, with more people paying more real property taxes, real property tax items, and nonproperty taxes, revenues are also predicted to increase. The difference between revenues and expenditures from the No-Action Alternative would be \$280,000 in 2001 and \$1.91 million in 2016 (Table 4.6-1). Public safety and transportation are still expected to be major city expenses in the future.

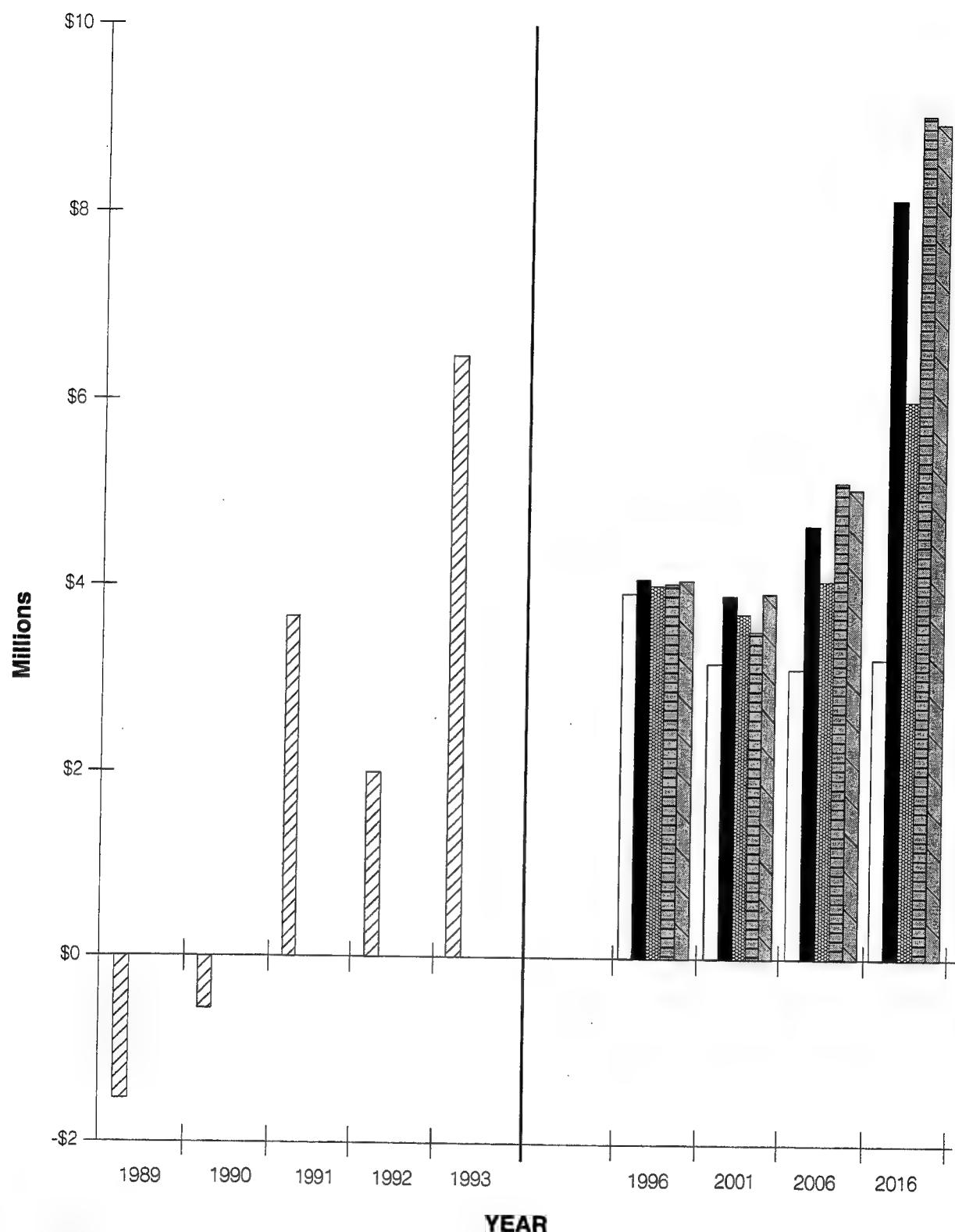
Rome City School District. With the Proposed Action, net fiscal effects on the Rome City School District are anticipated to range from \$238,000 in the 2000-01 school year to approximately \$1.12 million in the school year 2015-16 (Table 4.6-1 and Figure 4.6-3). These numbers are expressed as the difference between the Proposed Action and the No-Action Alternative.

4.6.2 Griffiss Research Park Alternative

Fiscal impacts to potentially affected jurisdictions with the Griffiss Research Park Alternative are presented in this section. The net fiscal effects of this alternative on Oneida County, the City of Rome, and the Rome City School District are presented below. Fiscal effects include incremental property tax revenue and associated increases in service, but particular emphasis is placed on changes in revenues and expenditures based on increases and decreases in population, employment, and income.

Oneida County. The Griffiss Research Park Alternative is expected to generate a positive effect through 2016 when compared to the No-Action Alternative (Table 4.6-2).

As compared to the No-Action Alternative, revenues over expenditures are expected to be \$536,000 in 2001 and \$2.78 million in 2016. The short-term negative impact of base realignment would be offset by long-term expansion of the area's employment base and personal income (Figure 4.6-1).

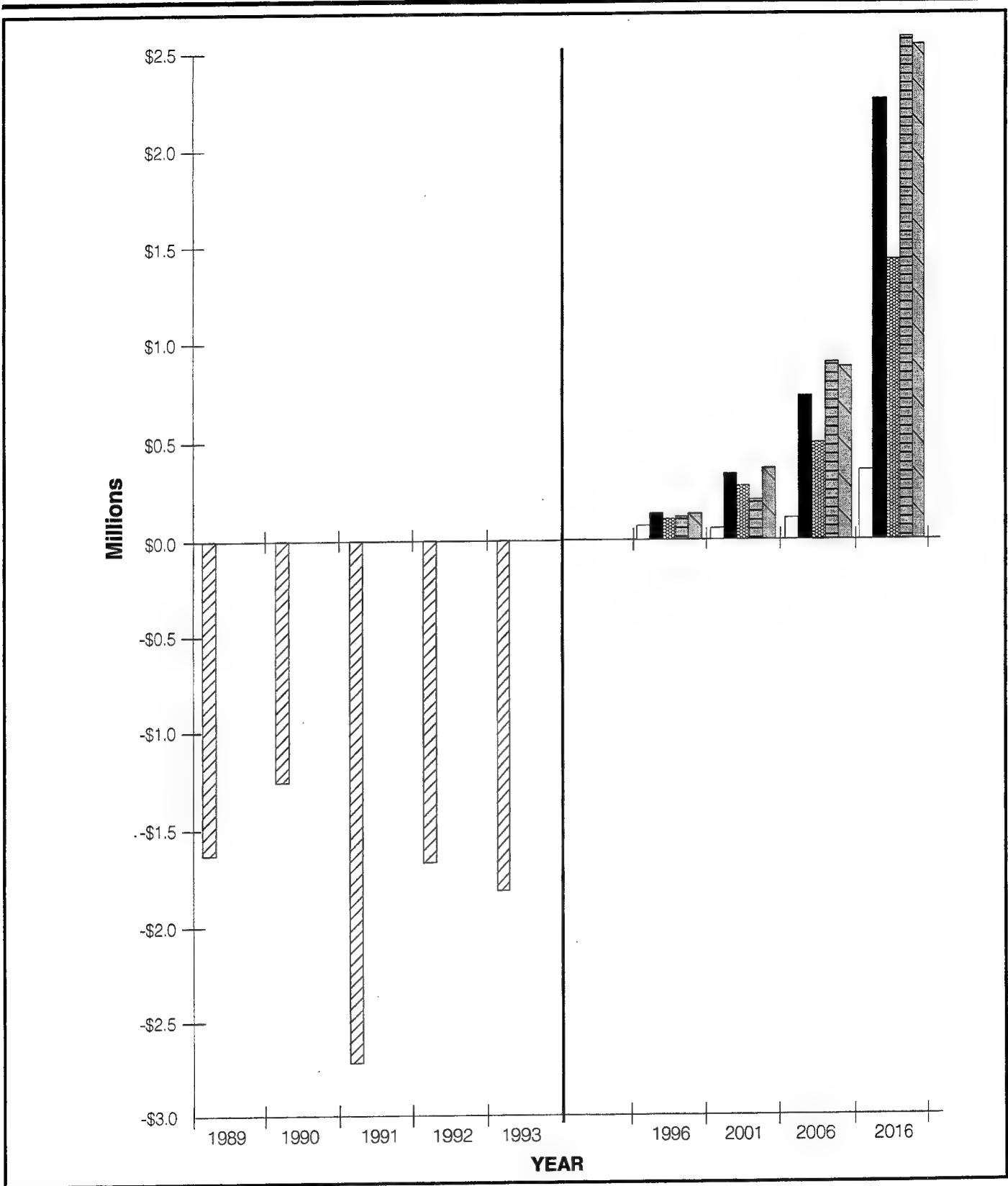


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- No-Action Alternative Pre-Realignment
- No-Action Alternative Projections
- Proposed Action
- Griffiss Research Park Alternative
- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

Oneida County Net Fiscal Projections Proposed Action and Alternatives

Figure 4.6-1

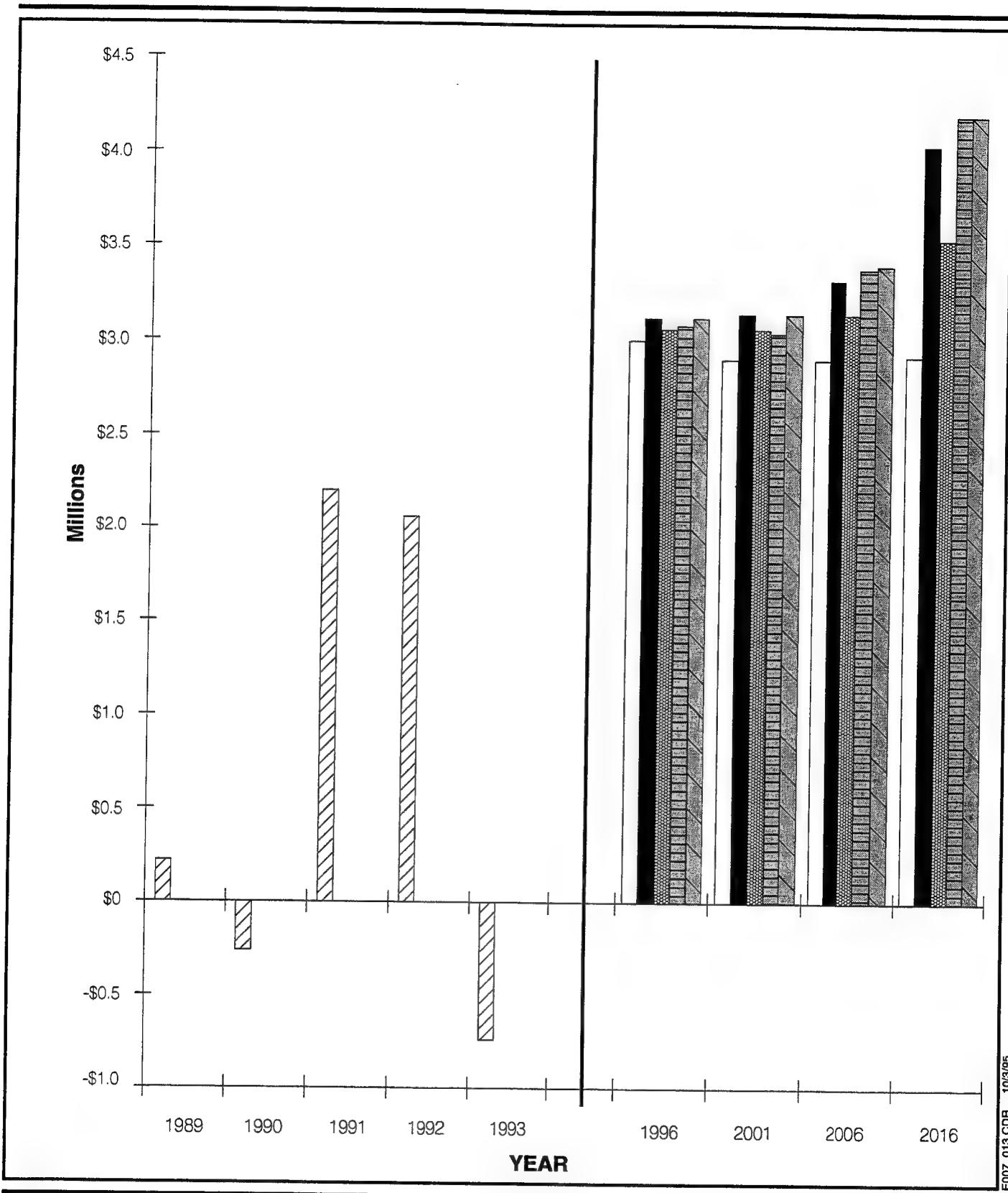


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- No-Action Alternative Pre-Realignment
- No-Action Alternative Projections
- Proposed Action
- Griffiss Research Park Alternative
- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

City of Rome Net Fiscal Projections Proposed Action and Alternatives

Figure 4.6-2



- No-Action Alternative Pre-Realignment
- No-Action Alternative Projections
- Proposed Action
- Griffiss Research Park Alternative
- Mohawk Valley Business Center Alternative
- Regional Aviation Complex Alternative

**Rome City School District
Net Fiscal Projections
Proposed Action
and Alternatives**

Figure 4.6-3

Table 4.6-2

Project Effects (Difference From No-Action Alternative)* Griffiss Research Park Alternative			
	2001	2006	2016
Oneida County	\$536,494	\$958,645	\$2,778,822
City of Rome	214,645	379,189	1,074,954
Rome City School District	154,169	240,041	616,856

Note: *Expressed as revenues minus expenditures.

City of Rome. With the Griffiss Research Park Alternative, the City of Rome would experience a positive fiscal effect through 2016 when compared to the No-Action Alternative (Figure 4.6-2). The difference between revenues and expenditures would be \$215,000 in 2001 and \$1.07 million in 2016 (Table 4.6-2). Revenues are calculated from the net increment in various taxes and other items expected to be generated from the anticipated increase in population, employment, and personal income. A majority of revenues would still be generated from taxes and departmental income. Expenses are based on future population forecasts and current spending patterns.

Rome City School District. With the Griffiss Research Park Alternative, net fiscal effects are expected to be positive through the school year 2015-16 (Figure 4.6-3). With this alternative, revenues and expenditures are expected to steadily increase. It is anticipated that revenues over expenditures would be \$154,000 in school year 2000-01 and \$617,000 in school year 2015-16 (Table 4.6-2), as compared to the No-Action Alternative.

4.6.3 Mohawk Valley Business Center Alternative

Mohawk Valley Business Center Alternative net fiscal effects to potential jurisdictions are presented in this section. Fiscal effects include incremental property tax revenue and associated increases in service, but particular emphasis is placed on changes in revenues and expenditures based on increases and decreases in population, employment, and income.

Oneida County. When compared to realignment conditions (No-Action Alternative), fiscal effects for this alternative would be increasingly positive through 2016 (Figure 4.6-1).

The negative impact of base realignment would be offset by expansion of the area's employment base and personal income. With this alternative, excess of revenues over expenditures are expected to be \$353,000 in 2001 and \$5.82 million in 2016, as compared to the No-Action Alternative (Table 4.6-3).

City of Rome. With the Mohawk Valley Business Center Alternative, the City of Rome would experience net positive effects over the No-Action Alternative (Table 4.6-3 and Figure 4.6-2). Assuming the city continues to provide the same services to its expanding population, its expenditures and revenues would

continue to rise. The difference between revenues and expenditures would be \$150,000 in 2001 and \$2.23 million in 2016.

Table 4.6-3

Project Effects (Difference From No-Action Alternative)* Mohawk Valley Business Center Alternative			
	2001	2006	2016
Oneida County	\$352,726	\$2,023,222	\$5,822,701
City of Rome	149,776	786,377	2,232,287
Rome City School District	127,441	476,694	1,270,711

Note: *Expressed as revenues minus expenditures.

Rome City School District. With the Mohawk Valley Business Center Alternative, net fiscal effects on the Rome City School District over the No-Action Alternative would be positive through school year 2015-16: approximately \$127,000 in school year 2000-01, and \$1.27 million in 2015-16 (Table 4.6-3). Revenues over expenditures are expected to exhibit a positive trend (Figure 4.6-3).

4.6.4 Regional Aviation Complex Alternative

Fiscal impacts to potentially affected jurisdictions with the Regional Aviation Complex Alternative are presented in this section. This alternative includes an airfield and aviation support activities for a new civilian airport to replace Oneida County Airport, as well as for military aviation activities. Airfield improvements for the new civilian airport would most likely be funded through the issuance of airport revenue bonds. Additional improvements would presumably be financed through Federal grant programs, particularly the FAA Airport Improvement Program, which may be available to support the airport.

The net fiscal effects of this alternative on Oneida County, the City of Rome, and the Rome City School District are presented below. Fiscal effects include incremental property tax revenue and associated increases in service, but particular emphasis is placed on changes in revenues and expenditures based on increases and decreases in population, employment, and income.

Oneida County. The Regional Aviation Complex Alternative is expected to generate a positive effect compared to the No-Action Alternative through 2016 (Table 4.6-4). Revenues over expenditures are expected to be \$760,000 in 2001 and \$5.74 million in 2016. The short-term negative impact of base realignment would be offset by long-term expansion of the area's employment base and personal income (Figure 4.6-1).

City of Rome. With the Regional Aviation Complex Alternative, the City of Rome would experience a positive fiscal effect compared to the No-Action Alternative baseline through 2016 (Table 4.6-4). The difference between revenues and expenditures would be \$304,000 in 2001 and \$2.19 million in 2016 (Figure 4.6-2). Revenues are calculated from the net increment in various taxes and other items expected to be generated from the anticipated increase

in population, employment, and personal income. A majority of revenues would still be generated from taxes and departmental income. Expenses are based on future population forecasts and spending patterns.

Table 4.6-4

Project Effects (Difference From No-Action Alternative)* Regional Aviation Complex Alternative			
	2001	2006	2016
Oneida County	\$760,076	\$1,952,391	\$5,744,685
City of Rome	304,269	762,729	\$2,190,521
Rome City School District	241,664	491,045	1,278,122

Note: *Expressed as revenues minus expenditures.

Rome City School District. With the Regional Aviation Complex Alternative, net fiscal effects are expected to be positive through the school year 2015-16 (Figure 4.6-3). With this alternative, revenues and expenditures are expected to steadily increase. It is anticipated that revenues over expenditures would be \$242,000 in school year 2000-01 and \$1.28 million in school year 2015-16 (Table 4.6-4).

4.6.5 No-Action Alternative

Public finance effects for the No-Action Alternative would be those described in Section 3.6 for realignment conditions. Table 4.6-5 provides a numerical summary of revenues versus expenditures projected for the Proposed Action and alternatives.

Table 4.6-5

Summary of Project Effects (Difference From No-Action Alternative) Proposed Action and Alternatives			
Location/Alternative	2001	2006	2016
Oneida County			
Proposed Action	\$726,301	\$1,559,390	\$4,932,873
Griffiss Research Park	536,494	958,645	2,778,822
Mohawk Valley Business Center	352,726	2,023,222	5,822,701
Regional Aviation Complex	760,076	1,952,391	5,744,685
City of Rome			
Proposed Action	\$279,888	\$617,711	\$1,909,156
Griffiss Research Park	214,645	379,189	1,074,954
Mohawk Valley Business Center	149,776	786,377	2,232,287
Regional Aviation Complex	304,269	762,729	2,190,521
Rome City School District			
Proposed Action	\$237,977	\$410,629	\$1,119,658
Griffiss Research Park	154,169	240,041	616,856
Mohawk Valley Business Center	127,441	476,694	1,270,711
Regional Aviation Complex	241,664	491,045	1,278,122

4.7 TRANSPORTATION

The effects of the Proposed Action and the Griffiss Research Park, Mohawk Valley Business Center, and Regional Aviation Complex alternatives on each component of the transportation system, including roadways, airspace and air traffic, and other modes of transportation, are presented in this section. The *Environmental Impact Statement, Disposal of Griffiss Air Force Base, New York* (U.S. Air Force 1995) includes a more detailed discussion of the potential transportation effects. Possible mitigation measures proposed in the EIS are discussed when appropriate.

Roadways. Reuse-related effects on roadway traffic were assessed for the Proposed Action and each alternative by estimating the number of trips generated by each land use category, considering employees, visitors, residents, and service vehicles associated with construction and all other onsite activities. Principal trip-generating land uses included industrial, office, institutional, and residential uses. These trips were assigned to the roadway system based on proposed land uses and existing travel patterns. This analysis is based on the peak-hour trips as distributed and data on roadway capacities, traffic volumes, and standards established by State and local transportation agencies (New York State Department of Transportation 1993).

The transportation analysis used the standard analysis techniques of trip generation, trip distribution, and traffic assignment. Trip generation was based on applying the trip rates from the ITE Trip Generation Manual, 5th Edition (Institute of Transportation Engineers 1991) to the existing and proposed land uses to derive total daily and peak-hour trips.

Vehicle trip generation for each reuse alternative and for a variety of land uses was analyzed and quantified. Based on the reuse development schedule for each land use, the variation in vehicle trips generated by onsite activities was determined for the average week day and for the morning and afternoon peak hours of the adjacent streets.

The distribution of trips to and from the site is based on the access points to the site and on existing travel patterns for commuters and on the locations of residences of civilian base personnel as obtained from zip code data. It was assumed that the residential choices of the project-related employees would correspond to those of the current civilian base personnel. The resulting vehicle trips generated by the project during the peak hour of adjacent street traffic were then added to the peak hour of non-project-generated traffic (background traffic) projected conditions following realignment. Future traffic in the area was projected using an annual average growth rate of 1.5 during the period of analysis, and applied to all of the existing traffic movements and volumes on key roads.

Traffic impacts were determined based on level of service (LOS) changes for each of the key roads. Interchanges, and major intersections that would experience heavy traffic volumes were examined for deficiencies. Details on

reuse are not sufficiently developed to permit an in-depth evaluation of intersection capacities or freeway operations analysis.

The Proposed Action, when contrasted with each alternative in terms of daily trip generation, peak hour volumes, and level of service on key roads, would result in the most reuse impacts. Based on LOS performance criteria utilized in this analysis, the traffic impacts resulting from implementation of the Proposed Action and each alternative could be adequately mitigated.

Air Transportation. The Griffiss Redevelopment Planning Council (GRPC) recently completed a master reuse strategy for Griffiss AFB (Hamilton, Rabinovitz, and Alschuler et al. 1994). This study concluded that air passenger demand in the Utica-Rome market area is more than 0.5 million annual passengers and the modest services available at Oneida County Airport, the commercial airport closest to the base, attracted slightly less than 12 percent of that demand in 1993, or 58,525 passengers. The study concludes that Utica-Rome market can be adequately served by a single airport.

Thus, if air service were developed at Griffiss AFB, existing service at Oneida County Airport would be transferred to Griffiss AFB, and the Oneida County facilities put to another use. The study suggests that with new service development and an aggressive air service marketing campaign, a commercial airport at Griffiss AFB would have the potential to capture 275,000 enplaned passengers by 2013. Without upgrading air service, the projected demand would be accommodated by Syracuse Hancock International Airport and, in part, by the airport in Albany.

Other Transportation Modes. Because neither the Proposed Action nor any of the alternatives assumes direct use of local railroads or waterways, direct effects on rail and water transport are expected to be minimal.

4.7.1 Proposed Action

Roadways. The major traffic generators in 2016 with the Proposed Action would be the approximately 11,700 direct operations employees of industrial, commercial, institutional, recreational, and R&D activities. By 2016, the traffic generated as a result of the Proposed Action land use and direct employment is estimated to be 53,600 vehicle trips for a typical weekday (Table 4.7-1). These trips account for operations, construction activities, and regional trips induced by the onsite parkway.

The Proposed Action would maintain the existing access points to the base and would add a new access to the north via the proposed parkway and a secondary access to the south linking Perimeter Road to River Road.

During a typical weekday peak hour on streets adjacent to the base in 2016, the site would generate about 6,200 vehicle trips, which represent 11.6 percent of the total daily trips. Based on the proposed redevelopment, the number of

daily trips generated with the Proposed Action would increase steadily during the 20-year study period.

Table 4.7-1

Average Daily Trip Generation				
Alternative	1996	2001	2006	2016
Proposed Action	7,400	21,600	31,250	53,600
Griffiss Research Park Alternative	4,800	12,750	16,850	27,350
Mohawk Valley Business Center Alternative	5,250	13,500	18,250	29,750
Regional Aviation Complex Alternative	5,750	15,250	21,750	36,450
No-Action Alternative	4,450	4,450	4,450	4,450

Notes: All values are rounded to the nearest 50. Daily trips shown are defined as one-way vehicle trips.

By 2016, the Proposed Action would add, during the afternoon peak hour, approximately 1,870 vehicles on Floyd Avenue near the base, 1,250 vehicles on Chestnut Street near the base, 1,020 vehicles on Black River Boulevard south of Chestnut Street, 1,120 vehicles on SH-49 near Wright Drive, 570 vehicles on the eastbound on-ramp to SH-49, and 560 vehicles on the westbound on-ramp to SH-49. All other key roads would experience an increase in traffic of less than 600 vehicles during the afternoon peak hour. With the Proposed Action, SH-49 at Wright Drive and all the associated ramps would operate at LOS C or better during the analysis period.

By 2003, the LOS on the two-lane roadway segments of East Dominick Street at Wright Drive would deteriorate to F. Without the project, LOS F would occur by 2007. By 1999, LOS on Floyd Avenue near the Floyd Gate would deteriorate to F. Without the project, Floyd Avenue would operate at LOS E or better throughout the analysis period. By 2007, Chestnut Street would operate at LOS F. Without the project, the LOS would be E or better during the analysis period. Throughout the 20-year period, all other key local roads would operate at LOS E or better.

With the Proposed Action, it was assumed that most existing onbase roads would be used during the construction period, and would be upgraded where local development plans dictate a need based on community standards for roadways. The Proposed Action could increase ridership on Amtrak at Rome Station; however, the projected effects would be minimal.

Air Transportation. With this alternative, no commercial air passenger, general aviation, or air cargo would be provided at Griffiss AFB. Air travelers in the ROI would continue to use the services at Oneida County Airport and other private airports. The Oneida County Airport would not experience a measurable decrease in passenger traffic with this alternative.

Mitigation Measures. Improvements to East Dominick Street near Wright Drive would be required before the year 2003, and improvements to Floyd Avenue and Chestnut Street near the site would be required before 1999 and 2007, respectively, to preclude these segments from dropping to unacceptable LOS F. Potential improvements could include widening of roadways, control of access, and areawide signal coordination to raise the LOS to a level consistent with transportation planning criteria.

With the Proposed Action, adequate connections at both ends of the onsite parkway would be required. At the SH-49 interchange, the provision of additional lanes at the junction of the parkway with the ramps would be required to augment capacity as needed, calling for additional right-of-way.

Other potential mitigations could include implementation of Transportation Demand Management measures such as reduced work weeks, telecommuting, ridesharing, mass transit usage, and flexible work schedules.

4.7.2 Griffiss Research Park Alternative

Roadways. The major traffic generators in 2016 with the Griffiss Research Park Alternative would be the approximately 8,230 direct operations employees of industrial, commercial, recreational, and R&D activities. By 2016, the traffic generated as a result of this alternative is estimated to be 27,350 vehicle trips for a typical weekday (Table 4.7-1), representing approximately half the trips generated by the Proposed Action. These trips account for operations, construction activities, and regional trips. This alternative would generate the least amount of daily vehicle trips when compared with other alternatives.

The Griffiss Research Park Alternative would maintain the existing access points to the base and would add a secondary access to the south linking Perimeter Road to River Road.

During a typical weekday peak hour on streets in 2016, the site would generate about 3,090 vehicle trips, which represent 11.3 percent of the total daily trips. Based on the proposed redevelopment schedule, the number of daily trips generated by the Griffiss Research Park Alternative would increase steadily during the 20-year study period. By 2011, the total daily trips would reach approximately 81 percent of the 2016 level.

By 2016, the Griffiss Research Park Alternative would add, during the afternoon peak hour, approximately 1,030 vehicles on Floyd Avenue near the base, 970 vehicles on Chestnut Street near the base, 860 vehicles on Black River Boulevard south of Chestnut Street, approximately 740 vehicles on SH-49 near Wright Drive, 310 vehicles on the eastbound on-ramp to SH-49, and 310 vehicles on the westbound on-ramp to SH-49. All other key segments would experience an increase less than 500 vehicles during the afternoon peak hour. With this alternative, SH-49 at Wright Drive and all associated ramps would operate at acceptable LOS B throughout the analysis period.

With the Griffiss Research Park Alternative, it was assumed that most existing onbase roads would be used during the construction period, and would be upgraded where local development plans dictate a need based on community standards for roadways.

The Griffiss Research Park Alternative could increase ridership on Amtrak at Rome Station; however, the projected effects would be minimal.

Air Transportation. No commercial air passenger, general aviation, or air cargo would be provided at Griffiss AFB. Air travelers in the ROI would continue to use the services at Oneida County Airport and other public and private airports. Oneida County Airport would not experience a measurable change in passenger traffic with this alternative.

Mitigation Measures. Mitigation measures would be the same as those described for the Proposed Action.

4.7.3 Mohawk Valley Business Center Alternative

Roadways. The major traffic generators in 2016 with the Mohawk Valley Business Center Alternative would be the approximately 13,100 direct operations employees of industrial, commercial, recreational, and R&D activities; this amounts to approximately 7.8 million square feet of buildings (retained and new facilities). By 2016, the traffic generated as a result of this alternative is estimated to be 29,750 vehicle trips for a typical weekday (Table 4.7-1), representing slightly more than half the trips generated by the Proposed Action. These trips account for operations, construction activities, and through regional trips induced by the onsite parkway. This alternative would generate approximately 9 percent more trips than the Proposed Action.

The Mohawk Valley Business Center Alternative would maintain the existing access points to the base and adds a new access to the north via the proposed parkway. The parkway would likely experience an appreciable amount of traffic throughout the day, with heavy left and right turn maneuvers.

During the peak hour on a typical weekday on streets adjacent to the base, about 3,660 vehicle trips would be generated, which represent 12.3 percent of the total daily trips. Based on the proposed redevelopment schedule, the number of daily trips generated by the Mohawk Valley Business Center Alternative would increase steadily during the 20-year study period. By 2011, total daily trips would reach approximately 82 percent of the 2016 level.

By 2016, this alternative would add, during the afternoon peak hour, approximately 1,180 vehicles on Floyd Avenue near the base, 780 vehicles on Chestnut Street, 840 vehicles on Black River Boulevard south of Chestnut Street, approximately 810 vehicles on SH-49 near Wright Drive, 370 vehicles on the eastbound on-ramp to SH-49, and 500 vehicles on the westbound on-ramp to SH-49. Other key roads would experience less than a 260-vehicle increase during the afternoon peak hour. With this alternative, SH-49 at Wright

Drive and all associated ramps would operate at acceptable LOS B or better throughout the analysis period.

By 2005, the LOS on the two-lane roadway segments of East Dominick Street at Wright Drive would deteriorate to F. Without the project, LOS F would occur by 2007. By 2002, LOS on Floyd Avenue near the Floyd Gate would deteriorate to F. Without the project, Floyd Avenue would operate at LOS E or better throughout the analysis period. By 2014, LOS on Chestnut Street at Black River Boulevard would deteriorate to F. Without the project, the LOS would be E or better during the analysis period. Throughout the 20-year period, all other key local roads would operate at LOS E or better.

With the Mohawk Valley Business Center Alternative, it was assumed that most existing onbase roads would be used during the construction period, and would be upgraded where local development plans dictate a need based on community standards for roadways.

The implementation of the Mohawk Valley Business Center Alternative could increase ridership on Amtrak at Rome Station. However, the projected effects would be minimal.

Air Transportation. No commercial air passenger, general aviation, or air cargo would be provided at Griffiss AFB with this alternative. Air travelers in the ROI would continue to use the services at Oneida County Airport and other private airports. Oneida County Airport would not experience a measurable decrease in passenger traffic with this alternative.

Mitigation Measures. Mitigation measures for this alternative would be the same as those described for the Proposed Action.

4.7.4 Regional Aviation Complex Alternative

Roadways. The major traffic generators in 2016 with the Regional Aviation Complex Alternative would be the approximately 12,900 direct operations employees of industrial, airport, aviation support, commercial, institutional, and research activities; this amounts to approximately 7.4 million square feet of buildings (retained and new facilities). By 2016, the traffic generated as a result of this alternative is estimated to be 36,450 vehicle trips for a typical weekday (Table 4.7-1), representing slightly more than two-thirds of the total trips generated by the Proposed Action. These trips account for operations, construction activities, and regional trips induced by the onsite parkway. This Alternative is the second largest generator of trips after the Proposed Action.

During a typical weekday peak hour on streets adjacent to the base in 2016, the base would generate about 4,240 vehicle trips, which represent 11.6 percent of the total daily trips. Based on the proposed redevelopment schedule, the number of daily trips generated by the Regional Aviation Complex Alternative would increase steadily during the 20-year study period. By 2011, the total daily trips would reach approximately 80 percent of the 2016 level.

The Regional Aviation Complex Alternative would maintain the existing access points to the base and would add a new access to the north via the proposed parkway. The parkway would likely experience an appreciable amount of traffic throughout the day, with heavy left and right turn maneuvers.

By 2016, this alternative would add, during the afternoon peak hour, approximately 1,330 vehicles on Floyd Avenue near the base, 890 vehicles on Chestnut Street, 880 vehicles on Black River Boulevard south of Chestnut Street, approximately 880 vehicles on SH-49 near Wright Drive, 400 vehicles on the eastbound on-ramp to SH-49, and 390 vehicles on the westbound onramp to SH-49. Other key roads would experience an increase less than 500 vehicles during the afternoon peak hour.

With the Regional Aviation Complex Alternative, SH-49 at Wright Drive would continue to operate at LOS A throughout the period of analysis. Shortly after 2004, the LOS on the two-lane roadway segments of East Dominick Street at Wright Drive would deteriorate to F. Without the project, LOS F would occur by 2007. By 2000, the LOS on Floyd Avenue near Floyd Gate would deteriorate to F. Without the project, Floyd Avenue would operate at LOS E or better throughout the analysis period. By 2012, Chestnut Street at Black River Boulevard would operate at LOS F. Without the project, the LOS would be E or better during the analysis period. Throughout the 20-year period, most other key local roads would operate at LOS C or better.

With the Regional Aviation Complex Alternative, it was assumed that most existing onbase roads would be used during the construction period, and would be upgraded where local development plans dictate a need based on community standards for roadways.

The implementation of the Regional Aviation Complex Alternative could increase ridership on Amtrak at Rome Station; however, the projected effects would be minimal.

Air Transportation. The process of converting Griffiss airfield to a joint-use civilian-military airport facility is not anticipated to require major physical improvements to meet FAA standards. Most of the infrastructure is currently in place for a fully operational civil airport. However, some improvements to existing facilities would probably be required to meet FAA standards for civil airports. Construction of a passenger terminal and deicing facilities would also be required.

Because the Regional Aviation Complex Alternative assumes the relocation of air activities from Oneida County Airport, all general aviation traffic currently being conducted at Oneida County Airport would likely continue at Griffiss AFB.

Mitigation Measures. Mitigation measures would be similar to those for the Proposed Action.

4.7.5 No-Action Alternative

Roadways. With the No-Action Alternative, the expected population growth and development unrelated to reuse of Griffiss AFB would lead to traffic volume increases on local roadways through the year 2016.

With the No-Action Alternative, SH-49 at Wright Drive and all associated ramps would operate at LOS A throughout the analysis period. By 2007, the LOS on the two-lane roadway segments of East Dominick Street at Wright Drive would deteriorate to F. Floyd Avenue and Chestnut Street would continue to operate at LOS E or better and all other key local roads would operate at LOS D or better throughout the analysis period. With the No-Action Alternative, all roads on the base would operate at LOS A.

Air Transportation. With the realignment of Griffiss AFB, no commercial air facilities would be available for air passenger and air cargo transportation at the base. Oneida County Airport would continue to provide commercial air service to Utica-Rome area to meet projected regional demands.

4.8 UTILITIES

This section describes the type of utility demand and subsequent infrastructure changes that would be required with each reuse alternative.

Direct and indirect changes in utility demand for each alternative were estimated by applying use rates to each proposed land use and per capita daily use. The *Environmental Impact Statement, Realignment and Reuse of Griffiss Air Force Base, New York* (U.S. Air Force 1995) provides a more detailed discussion of the direct and indirect changes in utility demand. The No-Action Alternative reflects projected ROI utility demands without redevelopment of the base.

The following assumptions were made for each of the reuse alternatives analyzed in this section:

- The site would be serviced by the same local utility purveyors;
- Specific infrastructure improvements required, and the associated costs, would be borne directly or indirectly by future site developers; and
- The existing distribution/collection systems would be available in their current condition for reuse.

4.8.1 Proposed Action

Utility demand changes associated with the Proposed Action are summarized in Table 4.8-1. By 2016, increases in utility demand with the Proposed Action from No-Action conditions would be approximately 7 percent. Population changes and the resulting increases in utility demand would not require the utility purveyors to implement any long-term infrastructure improvement plans. The Proposed Action is not anticipated to result in curtailments in services.

Table 4.8-1

Utility Demand Changes in the Region of Influence Proposed Action

	2001	2006	2016
Water Consumption (MGD)¹			
Projected ROI Demand	9.55	9.58	9.63
Proposed Action	9.64	9.77	10.27
Change from Projected ROI Demand	0.09	0.19	0.64
Percent Change	0.94	1.98	6.64
Wastewater Treatment (MGD)			
Projected ROI Generation	10.17	10.20	10.25
Proposed Action	10.27	10.41	10.93
Change from Projected ROI Generation	0.10	0.21	0.68
Percent Change	0.98	2.06	6.63
Solid Waste Disposal (tons/day)			
Projected ROI Generation	40.43	40.54	40.75
Proposed Action	40.81	41.37	43.45
Change from Projected ROI Generation	0.38	0.83	2.70
Percent Change	0.94	2.05	6.63
Electricity Consumption (million MWh/day)²			
Projected ROI Demand	2,074.94	2,080.33	2,091.17
Proposed Action	2,094.44	2,123.20	2,230.07
Change from Projected ROI Demand	19.5	42.87	138.9
Percent Change	0.94	2.06	6.64
Natural Gas Consumption (thousand therms/day)			
Projected ROI Demand	61.45	61.61	61.93
Proposed Action	62.03	62.88	66.04
Change from Projected ROI Demand	0.58	1.27	4.11
Percent Change	0.94	2.06	6.64

Notes: ¹MGD = million gallons per day.

²MWh = megawatt-hours.

4.8.2 Griffiss Research Park Alternative

The utility demand changes associated with the Griffiss Research Park Alternative are summarized in Table 4.8-2. By 2016, utility demand would increase nearly 4 percent over projected baseline conditions. Population changes and the resulting increases in utility demand would not require the utility purveyors to implement any long-term infrastructure improvement plans. Curtailments in services is not expected to occur with this alternative.

Table 4.8-2

Utility Demand Changes in the Region of Influence Griffiss Research Park Alternative

	2001	2006	2016
Water Consumption (MGD)¹			
Projected ROI Demand	9.55	9.58	9.63
Griffiss Research Park	9.62	9.70	9.98
Change from Projected ROI Demand	0.07	0.12	0.35
Percent Change	0.73	1.25	3.63
Wastewater Treatment (MGD)			
Projected ROI Generation	10.17	10.20	10.25
Griffiss Research Park	10.24	10.32	10.63
Change from Projected ROI Generation	0.07	0.12	0.38
Percent Change	0.68	1.18	3.71
Solid Waste Disposal (tons/day)			
Projected ROI Generation	40.43	40.54	40.75
Griffiss Research Park	40.70	41.05	42.26
Change from Projected ROI Generation	0.27	0.51	1.51
Percent Change	0.66	1.26	3.71
Electricity Consumption (MWh/day)²			
Projected ROI Demand	2,074.94	2,080.33	2,091.17
Griffiss Research Park	2,088.82	2,106.48	2,168.88
Change from Projected ROI Demand	13.88	26.15	77.71
Percent Change	0.67	1.28	3.72
Natural Gas Consumption (thousand therms/day)			
Projected ROI Demand	61.45	61.61	61.93
Griffiss Research Park	61.86	62.38	64.23
Change from Projected ROI Demand	0.41	0.77	2.30
Percent Change	0.67	1.25	3.71

Notes: ¹MGD = million gallons per day.

²MWh = megawatt-hours.

4.8.3 Mohawk Valley Business Center Alternative

The utility demand changes associated with the Mohawk Valley Business Center Alternative are summarized in Table 4.8-3. By 2016, increases in utility demand would be about 8 percent over projected No-Action baseline conditions. Population changes and the resulting increases in utility demand would not require the utility purveyors to implement any long-term infrastructure improvement plans. Curtailments in services are not expected to occur with this alternative.

Table 4.8-3

Utility Demand Changes in the Region of Influence Mohawk Valley Business Center Alternative

	2001	2006	2016
Water Consumption (MGD)¹			
Projected ROI Demand	9.55	9.58	9.63
Mohawk Valley Business Center	9.59	9.83	10.38
Change from Projected ROI Demand	0.04	0.25	0.75
Percent Change	0.41	2.61	7.79
Wastewater Treatment (MGD)			
Projected ROI Generation	10.17	10.20	10.25
Mohawk Valley Business Center	10.21	10.47	11.06
Change from Projected ROI Generation	0.04	0.27	0.81
Percent Change	0.39	2.65	7.90
Solid Waste Disposal (tons/day)			
Projected ROI Generation	40.43	40.54	40.75
Mohawk Valley Business Center	40.60	41.63	43.95
Change from Projected ROI Generation	0.17	1.09	3.20
Percent Change	0.42	2.69	7.85
Electricity Consumption (MWh/day)²			
Projected ROI Demand	2,074.94	2,080.33	2,091.17
Mohawk Valley Business Center	2,083.52	2,136.55	2,255.70
Change from Projected ROI Demand	8.58	56.22	164.30
Percent Change	0.41	2.70	7.88
Natural Gas Consumption (thousand therms/day)			
Projected ROI Demand	61.45	61.61	61.93
Mohawk Valley Business Center	61.70	63.27	66.80
Change from Projected ROI Demand	0.20	1.66	4.87
Percent Change	0.41	2.69	7.86

Notes: ¹MGD = million gallons per day.

²MWh = megawatt-hours.

4.8.4 Regional Aviation Complex Alternative

The utility demand changes associated with the Regional Aviation Complex Alternative are summarized in Table 4.8-4. By 2016, increases in utility demand would be about 8 percent over projected No-Action baseline conditions. Population changes and the resulting increases in utility demand would not require the utility purveyors to implement any long-term infrastructure improvement plans. Curtailments in services are not expected to occur with this alternative.

Table 4.8-4

Utility Demand Changes in the Region of Influence Regional Aviation Complex Alternative

	2001	2006	2016
Water Consumption (MGD)¹			
Projected ROI Demand	9.55	9.58	9.63
Regional Aviation Complex	9.65	9.83	10.37
Change from Projected ROI Demand	0.01	0.25	0.74
Percent Change	1.04	2.61	7.68
Wastewater Treatment (MGD)			
Projected ROI Generation	10.17	10.20	10.25
Regional Aviation Complex	10.27	10.46	11.04
Change from Projected ROI Generation	0.01	0.26	0.79
Percent Change	0.98	2.55	7.70
Solid Waste Disposal (tons/day)			
Projected ROI Generation	40.43	40.54	40.75
Regional Aviation Complex	40.83	41.59	43.88
Change from Projected ROI Generation	0.40	1.05	3.13
Percent Change	0.99	2.59	7.68
Electricity Consumption (MWh/day)²			
Projected ROI Demand	2,074.94	2,080.33	2,091.17
Regional Aviation Complex	2,095.30	2,134.49	2,252.00
Change from Projected ROI Demand	20.3	20.36	160.83
Percent Change	0.98	2.60	7.69
Natural Gas Consumption (thousand therms/day)			
Projected ROI Demand	61.45	61.61	61.93
Regional Aviation Complex	62.05	63.21	66.69
Change from Projected ROI Demand	0.60	1.60	4.76
Percent Change	0.98	2.60	7.69

Notes:

¹MGD = million gallons per day.²MWh = megawatt-hours.

4.8.5 No-Action Alternative

With the No-Action Alternative, onsite utility use would be much less than 1993 pre-realignment levels (10 to 20 percent less depending upon the type of utility), and it would be minimal in comparison to the Proposed Action and other alternatives. The disuse of utility systems, however, could result in their degradation over the long term.

In the absence of any reuse actions at Griffiss AFB, post-realignment utility demand in the study area is projected to increase very slightly in relation to population. The following utility usage is forecast using the 1993 pre-realignment per-capita demand factors, determined from consumption figures as obtained from the utility providers in the ROI.

With the No-Action Alternative, water consumption in the ROI would increase from 9.57 MGD at realignment in 1996 to 9.63 MGD by 2016, wastewater production in the ROI would increase from 10.19 MGD at realignment to 10.25 MGD by 2016, solid waste generation in the ROI would increase from 40.51 tons per day at realignment to 40.75 tons per day by 2016, electricity consumption in the ROI would increase from 2,079 MWh per day at realignment to 2,091.17 MWh per day by 2016, and natural gas consumption in the ROI would increase from 61.57 thousand therms per day at realignment to 61.93 thousand therms per day by 2016.

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5.0 CONSULTATION AND COORDINATION

The Federal, State, and local agencies and private agencies/organizations that were contacted during the course of preparing this Socioeconomic Impact Analysis Study are listed below.

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Department of Veteran Affairs (Larry Devine, NYS Office of Public Affairs, Buffalo Regional Office; Lucille McMullen, Personnel Supervisor, Albany Office)

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APPENDIX A

DATA SOURCES

Economic Activity

County-level jobs and earnings data, provided by major industrial sector, and per capita personal income data, were obtained for the years 1970 through 1990 from the Regional Economic Information System (U.S. Bureau of Economic Analysis 1994). Indices for the conversion of current year dollars to constant 1990 dollars were obtained from the *Economic Report* of the U.S. Council of Economic Advisors (1994).

Data pertaining to the existing labor force, employed and unemployed workers, and unemployment rates in Oneida County were obtained from the U.S. Bureau of Labor Statistics (1990). This source also provided additional information pertaining to recent trends in the major industrial sectors of the regional economy. Information concerning the largest employers in the Rome region was obtained from local municipal planning departments and chambers of commerce publications. Data on recent and projected employment by census tract within the Rome region were obtained from the U.S. Bureau of Economic Analysis.

Data concerning Griffiss Air Force Base (AFB) employment, payrolls, and spending within the region were obtained from Economic Resource Impact Statements (U.S. Air Force 1989, 1990a, 1991, 1992, and 1993a).

Population and Housing

The principal source of population data for this study was the State University of New York. The data examined included the final 1990 Census counts for counties and places (U.S. Bureau of the Census 1993c). Supplemental population data were available from the 1980 Census of Population (U.S. Bureau of the Census 1982), and when compared with the 1990 data, provided the trend in population change experienced in the Region of Influence. Population projections prepared for individual counties by the New York State Department of Labor were used to indicate anticipated population changes in Oneida County over the next 2 decades. Data regarding the residential distribution of base personnel were obtained from the Griffiss AFB military and civilian personnel offices.

The main source of data on housing characteristics was the 1990 Census of Population and Housing (U.S. Bureau of the Census 1991c). Additional housing data were obtained from the 1980 Census of Housing (U.S. Bureau of the Census 1982a). The 1980 and 1990 data were used to assess recent trends for several key housing characteristics.

Data found in the current construction reports series provided information on housing units authorized by construction permits (U.S. Bureau of the Census 1982c, 1983, 1984b, 1985, 1986, 1987, 1988, 1989, 1990, 1991d, 1992). Supplemental housing data were provided by various other Federal, State, county, community, and private-sector sources.

Public Services

Because of the jurisdiction-specific nature of the public services analysis, no single clearinghouse of data from which all pertinent and necessary information addressing government structure, public education, police and fire protection, and health care exists. Therefore, information regarding staffing levels, jurisdictional boundaries, degrees of use, equipment, and facilities for public service providers was obtained through personal communication with agency representatives or from documents published by these agencies. Information related to similar community services currently provided by the Federal government within the boundaries of Griffiss AFB was acquired directly from the base.

Public Finance

Data sources for public finance included the most recent financial reports back to fiscal year 1989 and the current-year budget reports for the potentially affected local government units. The financial reports provided the actual amount of revenue collected and money spent in the jurisdictions and compared these amounts to budgeted levels. Budget reports were used as supplements to the financial reports as sources of specific property tax for 1991-1993 information and projections of current year revenues and expenditures.

Transportation

Data regarding road and highway transportation, including maps, circulation plans, highway improvements plans, and traffic volume counts, were obtained from Griffiss AFB and the New York State Department of Transportation. Manual traffic volume-counts were performed for this study. Data addressing private, passenger, and air cargo service in the region were acquired directly from representatives of the Oneida County Airport Commission. Information regarding rail transportation was obtained from Amtrak and local railroads.

Utilities

Base utilities data, including historical consumption data, peak demand characteristics, storage and distribution capacities, and related information, were obtained from the base Civil Engineering Office. Public and private utility suppliers, and related county and local agencies, were also contacted to obtain historical consumption data, peak demand characteristics, storage and distribution capacities, and related information, including projections of future utility demands for the particular service areas of each utility provider.

APPENDIX B

METHODS OF ANALYSIS

This section presents methods used to evaluate existing and future socioeconomic conditions, both for the postrealignment baseline (realignment and caretaker status) and for the Proposed Action and reuse alternatives. The description of existing socioeconomic conditions includes important indicators that provide a basis for comparison to national trends, as well as to future conditions with and without the Proposed Action and alternatives.

All changes associated with proposed reuse alternatives were considered effects. The No-Action Alternative was considered equivalent to realignment baseline conditions.

Historic data were used to define existing conditions and recent trends, as well as to develop projections of future socioeconomic conditions that would result from base realignment without reuse. Table B-1 tabulates socioeconomic conditions without base realignment. This section identifies any potential beneficial or limiting factors present within the region. The assessment (Chapter 4.0) then determines whether such factors might make the region either more or less susceptible to negative socioeconomic effects as a result of the Proposed Action and alternatives.

Region of Influence

Two factors were important in determining the Region of Influence (ROI) used in this analysis. The first was the distribution of residences for current military and civilian personnel stationed at Griffiss Air Force Base (AFB). This residential distribution has a critical influence on where the greatest effects of realignment would occur. It also provides a useful guide to the possible effects of reusing the base because it reflects current availability of suitable housing, existing commuting patterns, and attractiveness of area communities for people employed on the site. Both the civilian distribution and the distribution of military personnel serve to quantify the effects of realignment. However, the current distribution of civilian personnel is used only to estimate the future distribution of direct worker residences.

Table B-2 displays the residential distribution by zip code for all personnel employed at the base for which data are available. Data on the zip codes of residences for a large portion of base personnel were obtained from the base personnel offices.

The second factor in determining the extent of socioeconomic effects was the degree of linkage among the economies of communities in the region. Based on trade among sectors within the region, this linkage determines the nature and magnitude of multiplier effects of actions at the base. Griffiss AFB is located within the region identified by the federal government as possessing moderate economic interactions and linkages. Because of these interactions, the regional socioeconomic effects associated with realignment and reuse of Griffiss AFB would occur primarily within Oneida County.

Table B-1
Oneida County Baseline Projections Without Griffiss AFB Realignment

	1980	1990	1991	1992	1993	1994	1995	1996	2001	2006	2016
Population	253,466	250,836	250,836	250,836	250,836	250,836	250,836	250,836	250,961	251,588	252,846
Total Civilian Labor Force	106,408	106,600	105,500	105,900	106,600	106,600	106,600	106,600	106,664	106,984	107,454
Labor Force Participation Rate (%)	42.0	42.5	42.1	42.2	42.5	42.5	42.5	42.5	42.5	42.5	42.5
Total Employment ¹	98,900	102,000	98,300	98,200	100,785	100,957	101,129	101,301	102,160	103,019	103,528
Unemployment Rate (%)	7.1	4.3	6.8	7.3	5.5	5.3	5.1	5.0	4.2	3.7	3.7
Total Personal Income (\$1,000) ²	2,172,457	4,099,371	4,216,554	4,364,112	4,516,834	4,674,901	4,838,499	5,007,822	5,873,787	6,353,473	6,802,485
Per Capita Income (\$)	8,571	16,343	16,810	17,398	18,007	18,637	19,289	19,965	23,405	25,253	26,904
Earnings (\$1,000)	1,282,994	2,414,295	2,441,355	2,416,650	2,502,066	2,587,481	2,672,897	2,758,313	3,185,391	3,612,469	4,466,627

Notes:
¹Total employment includes only civilian employment. Labor force participation is measured by the civilian labor force as a percent of total population.

²Personal Income and Per Capita Income are in constant 1994 dollars.

Source: Derived from U.S. Bureau of Economic Analysis, Bureau of Census, County and City Data Book, New York Department of Commerce.

Table B-2

Offbase Residential Locations of Griffiss AFB Military and Civilian Personnel

Communities	Zip Codes	Appropriated Fund Military Personnel (%)	Non-Appropriated Fund Military Personnel (%)	Appropriated Fund Civilian Personnel (%)	Total Personnel* (%)
Oneida County					
City of Rome	13440, 13441	59.0	88.4	53.0	57.3
Local Towns (Floyd, Lee, Western)	13363, 13486	3.7	1.7	2.0	2.5
City of Utica	13500	6.9	2.1	9.3	8.1
Utica Area	13413, 13417, 13479, 13492, 13495	2.9	3.7	5.3	4.5
Other County	12000, 13716, 13318, 13319, 13322, 13323, 13328, 13338, 13341, 13352, 13354, 13362, 13401, 13403, 13419, 13424-13429, 13438, 13455, 13456, 13461, 13469, 13471, 13476-13478, 13480, 13483, 13490, 13494				
Total Oneida County:		90.1	98.8	89.8	90.5
Other New York	10000, 12064, 13314, 13315, 13320, 13321, 13324-13326, 13329-13337, 13342, 13346, 13348-13350, 13353, 13355, 13357, 13361, 13364-13368, 13402, 13406-13412, 13415, 13416, 13418, 13420-13422, 13430-13437, 13439, 13446, 13450, 13454, 13457, 13460, 13465, 13468, 13472, 13473, 13475, 13482, 13484, 13485, 13487-13489, 13491, 13493, 13600, 13746-13905	8.6	1.2	8.7	8.1
Outside of New York	13400-90000+	1.3	0	1.5	1.4

Notes: *Without retirees.

Source: U.S. Air Force 1993a

Economic Activity

The socioeconomic impact analysis utilized total output multipliers for the ROI, obtained from the U.S. Department of Commerce, Bureau of Economic Analysis (BEA) *Regional Interindustry Multiplier System (RIMS II)* as included in the Air Force Socioeconomic Evaluation Model (AFSEM) (Robert D. Niehaus, Inc. 1992). These interindustry multipliers were estimated using the U.S. input-output table in combination with the most recent region-specific information describing the relationship of the

regional economy to the national economy. AFSEM's RIMS II model is based on research by Cartwright et al. (1981).

The same methodology was used to develop quantitative projections of economic activity for realignment conditions, the Proposed Action, and the other reuse alternatives. Changes in regional demand in each local industrial and household sector were first estimated as follows:

- For prerealignment and realignment conditions, demands from residual base operations and caretaker activities were estimated from employment, payroll, and contract data published in *Economic Resource Impact Statements* for Griffiss AFB.
- For reuse, construction-phase demands were estimated from cost data published by R.S. Means Company, Inc., from parameters developed in support of the Description of Proposed Action and Alternatives, and from RIMS II labor and material coefficients. Operations-phase demands were estimated from land use-jobs planning factors and RIMS II coefficients.

These primary or direct effects were then multiplied, using RIMS II coefficients specific to the regional economy, to provide estimated total spending associated with the reuse alternatives. Input-output sectors were selected to reflect the anticipated spending profile associated with the Proposed Action and alternatives to capture the economic characteristics of each scenario within the ROI.

Numbers of immigrant workers associated with each alternative and outmigrant workers associated with phase-down of base operations were estimated according to a set of proportional assumptions. The percentages were extrapolated from assumptions for a study of the realignment of Chanute AFB in Rantoul, Illinois. All military personnel would leave the area when the base closes. Most civilian personnel attached to the military would leave the area when the base closes. Most civil service employees are in skilled positions, which increases the likelihood of migration from the area. Contract employees generally are employed under service contracts at the base, many of which are in low-skilled positions, which decreases the likelihood of outmigration. Immigrant parameter values are related to the outmigrant parameter values. Direct onsite operations were assumed to require skill levels similar to those of civil service personnel.

The relocation assumptions specified in Table B-3 were judged to be the most likely values applicable to this study. Other parameter values would result in either higher or lower population effects than those resulting from the assumptions specified. Such outcomes are certainly possible, but are difficult to assess.

Average household sizes were assumed to correspond to the national average for 1990. For outmigrating military families, the household size is based on Griffiss AFB personnel records. For students and retired military, the average household sizes were assumed to be 1.0 and 1.7, respectively. These assumptions were specific to each type of employment, including direct and indirect employment by category.

The intraregional allocation analysis separately accounts for the distribution of direct and indirect workers and their families among the various residential areas within the region. The direct portion of the effect allocation process accounts for the two main factors affecting the distribution of immigrant direct workers: (1) the number of workers anticipated to be directly involved with each alternative, and (2) the locations and relative attractiveness of residential opportunities within the region.

Table B-3

Assumed Percentages of Population Relocation by Employment Category

Employment Category	Percent Relocating to/from Region	Household Size
Outmigration Categories¹		
Military	100	2.54
Civil Service		
Appropriated Fund	50	2.55
Nonappropriated fund	10	2.55
Contract	0	2.55
Indirect	0	2.55
Retired military	1	1.70
Immigration categories²		
Direct Onsite Operations ³	25	2.55
Construction	25	2.55
Indirect (on and off the site)	0	2.55

Notes: ¹The outmigration categories relate to current base operations.

²The immigration categories relate to the various reuse alternatives.

³This assumption applies to all the reuse alternatives except caretaker status, for which immigration is assumed to be zero.

The number of workers associated with each alternative was estimated from land uses and other characteristics of each alternative. The relative attractiveness of residential areas was estimated from Griffiss AFB personnel data for civilian workers. The residential choices of current Griffiss AFB civilian workers, 50 percent of whom were assumed to leave the region after realignment, were anticipated to coincide with the residential choices of direct immigrants to the area. This assumption was based on the expectations that the attractiveness of each residential location, including attributes such as adequate public and commercial services and proximity to work location, would best be measured by the revealed preferences of current base civilian workers.

Population and Housing

Population changes associated with preclosure and postclosure baseline trends, the Proposed Action, and all reuse alternatives are an important determinant of other socioeconomic and environmental impacts. These population changes have three key components: (1) baseline growth, (2) relocation of workers and their dependents, and (3) natural increase of population (births minus deaths) over the long term.

Baseline population trends used for the analysis included projections made by State University of New York, The Nelson A. Rockefeller Institute of Government. These projections did not directly account for the realignment of Griffiss AFB. The forecasts were then adjusted to reflect the effects of base realignment by subtracting the estimated population loss expected with realignment of the base.

The relocation of workers in response to realignment and subsequent reuse was determined by utilizing the methods and assumptions discussed under economic activity. The number of dependents expected to relocate with these workers was estimated based on household size parameters derived from U.S. Bureau of Census demographic data (see Table B-3).

To evaluate anticipated population effects, potential future changes associated with each reuse scenario were compared to changes projected without reuse and to changes that occurred prior to base realignment. Both graphic and numerical comparisons were employed in this evaluation. Population changes in the City of Rome and Oneida County received primary emphasis in this analysis.

The population changes associated with realignment and reuse would result in further changes in housing demand. Housing demand effects of realignment and reuse were estimated from migration projected for each scenario, assuming each immigrating household would require one unit and each outmigrating household would relinquish one unit.

Expected housing availability was considered for the ROI and key communities based on recent housing construction and vacancy trends. Housing projections prepared by government agencies and reuse plans for Griffiss AFB housing units were also used to evaluate housing availability. Projected demands associated with reuse scenarios were then assessed in the context of recent housing construction trends and vacancies in key communities.

Public Services

Potential effects on local public services due to changes in demand associated with realignment and reuse of Griffiss AFB were determined for the region's key public services: government structure, public education, police protection, fire protection, and health care. Effects were determined for the jurisdictions that have the closest linkages to Griffiss AFB, base military and civilian personnel and their dependents, as well as jurisdictions likely to be most affected by reuse of the base.

Several key assumptions regarding future jurisdictional control of base property were made in determining the effects on public services. These assumptions also apply to assessment of public finance effects.

The levels of general public service were determined by the ratio of employees (e.g., municipal employees, sworn officers, professional fire-fighters) to service population and by student-to-teacher ratios at the public schools. Existing level-of-service ratios were determined for each affected jurisdiction individually. These service ratios were used to estimate jurisdiction-specific future requirements for service.

Projected changes in public school enrollments were estimated based on the results of the population analysis and on historical growth patterns. The number of future public school instructors that would be required was based on enrollment projections and existing student-to-teacher ratios. The number of future public-sector employees needed to meet future demand and maintain existing levels of service for other public services was determined using projected population changes and existing level-of-service ratios. Finally, the analysis examined the geographic distribution of potential effects. Because of the magnitude of some effects of realignment and reuse, past level-of-service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided were considered. Discussions with staff at key local agencies were used to assess these particular factors.

Public Finance

Local jurisdiction finances were evaluated based on changes in historic revenue and expenditure levels, changes in fund balances, and reserve bonding capacities. The analysis concentrated on each

jurisdiction's governmental funds (general fund, special revenue funds, and, as applicable, capital projects and debt service funds). Other funds, such as enterprise funds, which are funded principally through user charges without contributing to the general tax burden of area residents, were not included in the analyses.

Postrealignment conditions (assuming realignment and caretaker status of Griffiss AFB) and effects of alternative future scenarios (assuming base reuse) were determined by:

- Gains (or losses) of jobs in the region;
- Population increases (or decreases) in each jurisdiction, including school districts;
- Earnings and income gains (or losses); and
- Potential changes in each jurisdiction's property tax base.

Revenue effects were estimated for both the tax and nontax revenue sources of each jurisdiction. Changes in tax revenue were estimated for the major types of tax collected by the local jurisdiction based on the change in the tax base resulting from realignment or reuse (e.g., taxable retail sales based on earnings and income gains or losses and assessed values) and the effective tax rate associated with that tax source (e.g., the applicable sales tax rate or property tax rate applicable to each jurisdiction). Nontax revenue effects, such as changes in service charges, intergovernmental transfers, fines, fees, and miscellaneous revenues, were estimated on a per capita basis.

Expenditure effects were estimated based on the historic per capita costs of the principally affected service functions of each jurisdiction (e.g., law enforcement, fire protection, recreation), and the estimated change in the population base of each jurisdiction. Certain functions, such as administrative and general government functions, are assumed to exhibit some economies of scale. Rates for these functions were lowered to reflect the potential savings for these services.

Net fiscal effects, or shortfalls, are based on the projected increase (or decrease) in revenues minus the projected increase (or decrease) in expenditures.

Transportation

The transportation network of the ROI was examined to identify potential effects to levels of service (LOS) arising from realignment conditions (caretaker status of Griffiss AFB) and effects of alternative future scenarios. Changes in traffic volumes and peak-hour LOS ratings were projected for road segments (excluding intersections and highway ramps). LOS ratings were based on *Highway Capacity Manual* recommendations (Transportation Research Board 1985).

Traffic volumes typically are reported as either the daily number of vehicular movements in both directions on a segment of roadway averaged over a full calendar year (average annual daily traffic [AADT]) or the number of vehicular movements on a road segment during the average peak hour. The average peak hour volume for urban areas typically is about 10 percent of the AADT (Transportation Research Board 1985). These values are useful indicators in determining the extent to which the roadway segment is used and in assessing the potential for congestion and other problems.

Traffic flow conditions are generally reported in terms of LOS, rating factors that represent the general freedom (or restriction) of movement on roadways (Table B-4). The LOS scale ranges from A to F, with low-volume, high-speed, free-flowing conditions classified as LOS A. LOS E is representative of conditions that, although not favorable from the point of view of the motorist, provide the greatest traffic volume per hour. With minor interruptions, however, LOS E will deteriorate to LOS F (Transportation Research Board 1985).

Table B-4

Road Transportation Levels of Service

LOS	Description	Criteria (Volume/Capacity)		
		4-Lane Freeway	4-Lane Arterial	2-Lane Highway
A	Free flow with users unaffected by presence of others in traffic stream.	0-0.35	0-0.28	0-0.10
B	Stable flow, but presence of other users in traffic stream becomes noticeable.	0.36-0.54	0.29-0.45	0.11-0.23
C	Stable flow, but operation of single users becomes affected by interactions with others in traffic stream.	0.55-0.77	0.46-0.60	0.24-0.39
D	High density but stable flow; speed and freedom of movement are severely restricted; poor level of comfort and convenience.	0.78-0.93	0.61-0.76	0.40-0.57
E	Unstable flow; operating conditions at capacity with reduced speeds, maneuvering difficulty, and extremely poor levels of comfort and convenience.	0.94-1.00	0.77-1.00	0.58-0.94
F	Forced or breakdown flow with traffic demand exceeding capacity; unstable stop-and-go traffic.	>1.00	>1.00	>0.94

Source: Transportation Research Board 1985.

Traffic volumes for the study area were derived from the AADT counts provided by the New York Department of Transportation. Changes in traffic volumes arising from land use changes at Griffiss AFB were estimated, and resulting volume changes on the local road network were determined. Resulting changes in LOS ratings were then determined. Changes in work and associated travel patterns were derived by assigning or removing workers (by place of residence) to or from the most direct commuting routes.

Changes in demand for air, rail freight, and passenger service resulting from realignment and reuse of the base were determined from data developed for each alternative. It was assumed in this study that effects of alternative uses of Griffiss AFB on passenger volume would change in proportion to population changes induced by each of the alternatives.

Utilities

The utility systems addressed in this analysis include the facilities and infrastructure used for:

- Potable water pumping, treatment, storage, and distribution;

- Wastewater collection and treatment;
- Solid waste collection and disposal; and
- Energy generation and distribution, including the provision of electricity, natural gas, coal, and fuel oil.

For the reuse alternatives, local purveyors of potable water, wastewater treatment, and energy were anticipated to provide services within the area of the existing base, and these entities would acquire most or all related onbase utilities infrastructure and distribution equipment. It was also assumed that reuse activities would generate solid wastes that would be disposed of in area landfills.

Potential effects were evaluated based on demand projections obtained from the various utility purveyors within the region for each of their respective service areas. In each case, the most recent projections that were either made prior to the base realignment announcement or that did not take into account a change in demand from the base were considered. These projections were then adjusted to reflect the decrease in demand associated with realignment of Griffiss AFB and its subsequent operation under caretaker status. These adjusted forecasts were then considered the future baseline for comparison with potential reuse alternatives.

The potential effects of reuse alternatives were evaluated by estimating and comparing the additional direct and indirect demand associated with each alternative to the existing and projected operating capabilities of each utility system. Estimates of direct utility demands on the site were used to identify the effects of the reuse activities on site-related utility systems. All changes to the utility purveyors' long-term forecasts were based on estimated project-related population changes in the region and the future rates of per capita demand indicated by the projections or derived from those projections. It was assumed that the per capita demand rates were representative of the reuse activities, based on assumed similarities between proposed land uses and existing or projected uses in the region. Utility projections include direct demand associated with activities planned on base property, as well as resulting changes in domestic demand associated with population changes in the region.

November 1995

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APPENDIX C

GLOSSARY OF TERMS, ACRONYMS, AND UNITS OF MEASURE

TERMS

Average Annual Daily Traffic. For a 1-year period, the total volume passing a point or segment of a highway facility in both directions, divided by the number of days in the year.

Capacity (Transportation). The traffic-carrying ability of a facility while maintaining prescribed operational qualities (e.g., a specific level of service); the maximum amount of traffic that can be accommodated by a given facility. (Note: Traffic facilities generally operate poorly at or near capacity, and facilities are rarely designed or planned to operate within this range).

Capacity (Utilities). The maximum load a system is capable of carrying under existing service conditions.

Caretaker Status. The minimum staffing needed to maintain a closed military base with no realignment uses.

CHAMPUS. An acronym for Civilian Health and Medical Program of the Uniformed Services, this co-payment medical plan provides payment for specific medical services to retired military and to eligible dependents of active, retired, or deceased military personnel. CHAMPUS pays approximately three-quarters of the cost of medical services and is honored by hospitals, clinics, and doctors nationwide.

Corridor. A strip of land of various widths on both sides of a particular linear facility such as a highway or rail line.

Cumulative Effects. The combined effects resulting from all programs occurring concurrently at a given location.

Developed. Land, a lot, a parcel, or an area that has been built upon, or where public services have been installed prior to residential or commercial construction.

Direct Effect. Effects resulting solely from the proposed program.

Disturbed Area. Land that has had its surface altered by grading, digging, or other construction-related activities.

Effects. Include direct effects caused by the action and occurring at the same time and place and indirect effects caused by the action and occurring later in time or farther removed in distance, but are still reasonably foreseeable. Indirect effect may include growth-inducing effects and other effects related to induced changes in the pattern of land use, population density or growth rate, and related effects on air and water and other natural systems, including ecosystems. Effects and impacts are synonymous. Effects include ecological (such as the effects on natural resources and on the

components, structures, and functioning of affected ecosystems), aesthetic, historic, cultural, economic, social, or health, whether direct or indirect (40 CFR 1508.8).

Employment. The total number of persons working (includes all wage and salary workers), both civilian and military, and proprietors.

Energy. The capacity for doing work, taking a number of forms which may be transformed from one into another, such as thermal, mechanical, electrical, and chemical; in customary units, measured in kilowatt-hours or British thermal units.

Expenditure. A disbursement of funds by a government entity; includes operation and maintenance costs, as well as capital costs.

Fiscal Year. In government finance, the 12-month period that corresponds to the jurisdiction's accounting period.

Fund Balance or Fund Equity. Resources remaining from prior years which are available to be budgeted in the current year.

General Aviation. Aviation related to civilian aircraft other than air carriers.

General Fund. General operating fund accounting for all financial resources except those required to be accounted for in other funds.

General Obligation Bonds. Bonds backed by the full faith and credit (which includes the taxing and further borrowing power) of the county. It is repaid with general revenue and borrowings, in contrast to the revenue from a specific facility built with the borrowed funds.

Indirect Effects. Program-related effects (usually population changes and resulting effects) not directly attributable to the program itself.

Insurance Services Office. The Insurance Services Office (ISO) is a national, not-for-profit corporation providing a wide range of advisory services to property-casualty insurance companies. ISO functions, as provided by law, as an insurance rating organization; as an insurance actuarial service or advisory organization; and as a statistical agent.

Interstate. The designated National System of Interstate and Defense Highways located in both rural and urban areas; they connect the East and West coasts and extend from Canadian border points to various points on the Mexican border.

Kilowatt. A unit of power equivalent to 1,000 watts.

Land Use Plans and Policies. Guidelines adopted by governments to direct future land use within their jurisdictions.

Level of Service. In transportation analyses, a qualitative measure describing operational conditions within a traffic stream and how they are perceived by motorists and/or passengers. In public services, a measure describing the amount of public services (e.g., fire protection and law enforcement services)

available to community residents, generally expressed as the number of personnel providing the services per 1,000 population.

Long Term. Impacts that would occur over an extended period of time, whether they start during the construction or operations phase. Most impacts from the operations phase are expected to be long term since program operations essentially represent a steady-state condition (i.e., impacts resulting from actions that occur repeatedly over a long period of time). However, long-term impacts could also be caused by construction activities if a resource is destroyed or irreparably damaged or if the recovery rate of the resource is very slow.

Mutual Aid. Reciprocal agreements which provide communities with the ability to share their personnel and equipment to provide sufficient resources to handle major emergencies in a timely and cost effective manner.

Mutual Aid Plan. An established procedure for requesting dispatching help between fire departments so that each party will know what is expected. Mutual aid plans may include immediate joint response of several fire departments to high risk properties; joint response to alarms adjacent to the boundaries between fire department areas (automatic aid); coverage of vacant territories by outside departments when resources of local departments are engaged; provision of additional units to assist at major fires that may be too large for the local department to handle; and provision of specialized types of fire fighting equipment not available locally in adequate quantity for a particular incident.

Peak Demand. The highest instantaneous amount of electrical power (in kilowatts) that an electrical system is required to supply over a given time frame, usually 1 year.

Peak Hour. The hour of highest traffic volume on a given section of roadway between 7:00 a.m. and 9:00 a.m. or between 4:00 p.m. and 6:00 p.m.

Peak Year. The year when a particular program-related effect is greatest.

Sales Tax. A tax placed on goods or services at the time of their purchase.

Secondary Employment. In economics, the additional employment and income generated by the economic activity required to produce the inputs to meet the initial material requirements. The term often is used to include induced effects.

Special Revenue Fund. A fund which accounts for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes.

Tenure. The nature of an occupant's ownership rights; an indication of whether one is an owner or a tenant. For example, one may differentiate the occupied housing stock by tenure (owner-occupied or renter-occupied).

Total Water Use. The amount of water withdrawn from the natural resource base for a beneficial purpose, excluding water used for hydroelectric power generation and certain nonconsumptive uses such as once-through cooling water for thermoelectric power generation, wildlife habitat, and fish farming.

Unemployment Rate. The number of civilians, as a percentage of the total civilian labor force, without jobs but actively seeking employment.

Use Tax. A tax incurred in those instances when articles purchased in an area where no sales tax is levied are brought back for use in an area where the sales tax is imposed.

Volume (Transportation). The total number of vehicles that pass over a given point or section of a roadway during a given time interval. Volumes may be expressed in terms of annual, daily, hourly, or subhourly periods.

Watt. A unit of electrical power equal to 1/756th horsepower.

Zoning. The division of a municipality into districts for the purpose of regulating land use, bulk of building, required yards, necessary off-street parking, and other prerequisites to development. Zones are generally shown on a map, and the text of a zoning ordinance specifies requirements for each zoning category.

ACRONYMS

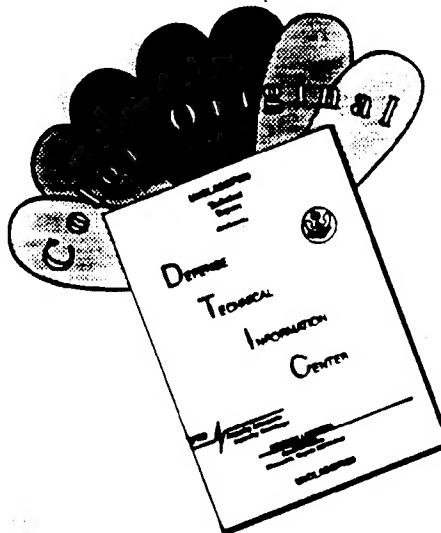
AADT	Annual Average Daily Traffic
ADT	Average Daily Traffic
AFB	Air Force Base
AFBCA	Air Force Base Conversion Agency
AFCEE	Air Force Center for Environmental Excellence
AFR	Air Force Regulation
AFSEM	Air Force System Evaluation Model
ANG	Army National Guard
BEA	Bureau of Economic Analysis
BOCES	Board of Cooperative Education Services
BRAC	Base Closure and Realignment Commission
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CHAMPUS	Civilian Health and Medical Program of the Uniformed Services
DBCRA	Defense Base Closure and Realignment Act of 1990
DFAS	Defense Finance and Accounting Service Center
DOD	Department of Defense
DRMO	Defense Reutilization and Marketing Office
EIG	Engineering Installation Group
EIS	Environmental Impact Statement
ERF	Energy Recovery Facility
ERIS	Economic Resource Impact Statement
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FPMR	Federal Property Management Regulations
FY	Fiscal Year
GLDC	Griffiss Local Development Council
GRPC	Griffiss Redevelopment Planning Council
IFR	Instrument Flight Rules
ILS	Instrument Landing System
ISO	Insurance Service Organization
LOS	Level of Service
LPN	Licensed Practical Nurse
MD	Medical Doctor
MWR	Morale, Welfare, and Recreation
NEADS	Northeast Air Defense Sector
NEPA	National Environmental Policy Act of 1969
NYSTEC	New York State Technology Enterprise Corporation
OB/GYN	Obstetrics and Gynecology
OEA	Office of Economic Adjustment (Federal)
OL	Operating Location (under AFBCA)
P.L.	Public Law
POL	Petroleum, Oil, and Lubricants
PPO	Preferred Provider Organization
RIMS	Regional Interindustry Multiplier System
RN	Registered Nurse
ROI	Region of Influence

RPZ	Runway Protection Zone
SATO	Scheduled Airlines Traffic Office
SAC	Strategic Air Command
SH	State Highway
SIAS	Socioeconomic Impact Analysis Study
SPDES	State Pollution Discharge Elimination System
SR	State Route
SUNY	State University of New York
SWMA	Solid Waste Management Authority
VA	U.S. Department of Veterans Affairs
WSA	Weapons Storage Area

UNITS OF MEASUREMENT

DNL	day-night average sound level
kWh	kilowatt-hour
MGD	million gallons per day
MMcf	million cubic feet
mph	miles per hour
MVA	megavolt-ampere
MW	megawatt
MWh	megawatt-hours
Btu	British thermal units

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